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# Central Ontario Lakeshore Urban Complex

COLUC task force report December 1974



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Report of the  
Advisory Committee on  
Urban  
Development

# Central Ontario Lakeshore Urban

## Complex task force

December 1984

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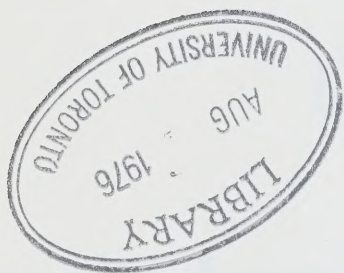
Report to the  
Advisory Committee on  
Urban and  
Regional Planning  
of the  
**Central  
Ontario  
Lakeshore  
Urban  
Complex task force**  
December 1974

Ministries of  
AGRICULTURE AND FOOD  
ENVIRONMENT  
HOUSING  
NATURAL RESOURCES  
TRANSPORTATION AND  
COMMUNICATIONS  
TREASURY, ECONOMICS  
AND INTERGOVERNMENTAL  
AFFAIRS

Planning Staff of the  
Regional Municipalities of  
DURHAM  
HALTON  
HAMILTON-WENTWORTH  
YORK  
PEEL  
and the  
Municipality of  
METROPOLITAN TORONTO

*This report is the responsibility of the COLUC Task Force collectively, and no individual member or participating ministry necessarily endorses it in its entirety.*

*Members from the planning departments of Metro and the regional municipalities participated as technical advisers and staff and not as official representatives of their municipalities. Their association with the task force does not necessarily imply endorsement of this report by their Councils or Planning Boards.*



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## PREFACE

The Task Force Report on the Central Ontario Lakeshore Urban Complex, which has been produced after eight months of intensive work, grows out of, and is a refinement on, the concepts and principles first put forward in May 1970 in the government policy statement, "Design for Development: Toronto-Centred Region". As such, the mandate of the task force was not to explore policy alternatives to the TCR concept but rather to delineate more specifically the effect of its application in the Lake Ontario urban area. This task has been seen as a necessary pre-condition to a full understanding both of the implications of continuing rapid growth in the area and of the effects of the prescriptions of the TCR plan, as it is only through detailed study that these effects can be determined, and if necessary, the basic structure of the plan reappraised.

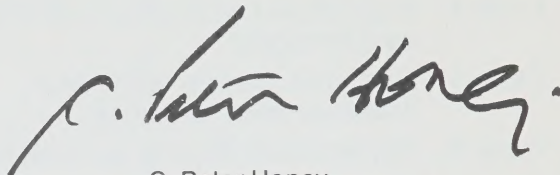
The need to respond creatively to the pressures of urbanization occurring in central Ontario—particularly in the lakeshore corridor between Hamilton and Oshawa—has long been recognized as a matter of high priority. Within the last several years, a number of important changes have been introduced into this area, most prominent being the establishment of five new regional governments and the designation of a Parkway Belt system. These initiatives, together with the core concepts of the TCR plan, represent the basic institutional and structural foundations for the preparation of a more refined planning strategy for the region. The primary goal of our task force was to begin this work and to prepare a common framework which might be used by all regional municipalities and the various agencies of the Government of Ontario in formulating their own respective policies and programs.

The job which faced the task force was a large one, complex in substance and multi-faceted in terms of jurisdictional roles and responsibilities. However, the work was made considerably easier through the genuine spirit of co-operation and shared purpose which was evidenced by all participating provincial ministries and regional municipal staff. It is quite clear that the combined efforts of both the steering committee and working group have proved that intergovernmental and cross-jurisdictional issues can be readily met and amicably resolved in a context of mutual respect and co-operation.

This report has received the general endorsement of all members of the task force, although I should add that I would not expect any individual participant necessarily to agree with each and every recommendation. Instead, the report reflects our considered judgment and consensus on the preferred nature and form of the lakeshore urban community at maturity.

No doubt this document will provoke a thorough and meaningful discussion at the provincial and municipal levels and will involve all interested

citizens. This exchange of viewpoints is to be encouraged, for the planned development of this dynamic urban area is an issue of such scope and significance that it must be understood and accepted by all whose private or corporate lives are touched by its influence.



C. Peter Honey,  
Chairman,  
Central Ontario Lakeshore  
Urban Complex Task Force.



## SUMMARY OF THE REPORT

The COLUC task force was established by the Advisory Committee on Urban and Regional Planning to develop into more precise terms the 1970 Toronto-Centred Region concept, as it applies to the part of the TCR which includes Metro Toronto and the regional municipalities of Hamilton-Wentworth, Halton, Peel, York and Durham. The task force comprised representatives of six ministries of the Ontario government; planning staff members from Metro and the five regional municipalities also participated in its work.

The task force, in accordance with its terms of reference, worked within the constraints of present provincial policies relating to TCR and made no attempt to develop alternative concepts. Thus the following main elements were accepted as given: a linear configuration for the future urban area, parallel to the lakeshore, comprising two "tiers" of urban communities, with Hamilton and Oshawa as the western and eastern "anchors" of the total urban system; and a surrounding belt of agricultural, natural resource and recreational lands to the north, in which urban development is to be strongly restrained.

The task force elaborated this concept by designing a hierarchical system of 23 communities, with each assigned a role and function within the total system and levels of population and employment commensurate with those functions.

The urban system is grouped into five sub-regions: Toronto, Hamilton, Mississauga, Oshawa, and the northern sub-region. Within each sub-region, the system of urban places ranges from a large sub-regional centre to small communities of 15,000 to 30,000 people, the function and orientation of each being specified in such a way that each sub-region will be in large measure self-sufficient, looking to Toronto only for services that are provincial, national or international in scale. The urban system as a whole is based on five major poles of attraction which would be the focal points for a high-performance transit system.

This is the "mature state urban structure preference", or MSP. At maturity, the system would accommodate six to eight million people, a level which might be reached some fifty years hence.

The MSP is used as the basis for establishing appropriate levels of growth for the years 1986 and 2001—the "phasing preferences". "Scenario A", which emphasizes early and rapid eastward growth, is considered the desirable target; "scenario B", which assumes that growth forces in the western part of COLUC cannot be restrained sufficiently to achieve scenario A, is regarded as the minimum level of achievement to secure eventual attainment of the preferred mature state.

The population and employment distributions for the period of maturity and for 1986 and 2001 are shown on tables 1, 2a and 2b of the report.

Programs for transportation, piped services, redirection of employment opportunities, and other instruments and aspects of development are broadly delineated to correspond with the maturity and phasing preferences.

The report also examines the impact of urban growth on the "open space frame", and its implications for agriculture, outdoor recreation and use of natural resources. It shows that the scale of urban development, if unchecked, will eventually mean extremely heavy demands on agricultural and other natural resources, coupled with serious loss of those same resources. The conclusion is therefore reached that early, comprehensive and firm action must be taken to protect and husband these resources.

The process of refining the original concept led to the identification of a number of important issues which could not be resolved at the purely technical level of the COLUC operation. One example of these issues, manifested in a number of specific instances, particularly in the Regional Municipalities of Peel and York, involves the reconciliation of short-term housing program objectives with long-range planning goals. Another example relates to the feasibility and means of achieving the desired stimulation of development on COLUC's eastern flank. But the most fundamental issue of all relates to the gross scale of population and urban development in mature-state COLUC, its acceptability in terms of the concentration of economic activity in one small part of Ontario, and its impact on natural resources, and the alternatives which may be available.

The COLUC project has carried the provincial planning program a long step forward in translating the very broad 1970 TCR concept into specifics, and in identifying the major implications of the policies based on that concept. It has not, however, produced a firm or final plan. It has made it clear that several key decisions and commitments have yet to be made at the political level for a realistic and effective plan to be possible. The post-COLUC continuation of the planning process will require (i) informed debate within the government, and between the provincial and local governments, leading to considered and rational resolution of the issues and recommendations set out in this report; (ii) continuing close collaboration at the technical level embracing all the major agencies involved in planning and plan implementation.



# SUMMARY OF MAJOR RECOMMENDATIONS

## 1. The Urban System

The preferred functional roles, sub-regional and pole population and employment levels shown in figure 5 and table 1 for the mature state should be taken as the basis of a COLUC urban structure plan. The sub-regional allocations and the allocations for the five main poles of the overall system (Toronto, Hamilton, Mississauga/Malton, Oshawa, North Pickering/Airport) should be considered firm targets. The figures for the other urban places can be considered more flexible within the sub-regional allocations.

## 2. Implementation

Programs for housing, transportation, piped services and social and community services should be designed to satisfy and facilitate the population and employment objectives of growth scenario A, but be capable of accommodating scenario B (see tables 2a and 2b).

## 3. Agriculture

As a matter of urgency, the province should adopt aggressive policies to support the agricultural imperatives and priorities described in the report. The objectives are:

- to maintain as much as possible of the prime agricultural land in agricultural production and to secure long-term flexibility to meet future food needs;
- to maintain the lands scheduled for eventual urbanization in, or restore them to, productive agricultural use in the interim;
- to establish long-term agricultural use priority elsewhere by the introduction of appropriate controls on non-agricultural uses and by economic incentives;
- protect agricultural lands from erosion by severances and otherwise.

## 4. Natural Resources and Recreation

The province should adopt a comprehensive policy for resource use, settlement, and countryside management to provide for the natural resource and recreation needs of the COLUC population, including:

- policy recognition of the natural resource and recreation value of the upland areas, with programs to protect the Oak Ridges Moraine in particular;
- policy recognition of the recreational and fisheries potential of Lakes Ontario and Simcoe, the inland lakes and the major river valleys;
- control of rural residential development in accordance with the natural resource and recreation objectives.

## 5. Hamilton Sub-Region

Policy and program objectives:

- diversify economic base by attracting higher-order services;
- restrain urban growth to the south and east of Hamilton;
- preserve orchards and farmlands east of Hamilton and above the escarpment, and natural resource features north and north-west of Hamilton.

## 6. Mississauga Sub-Region

Policy and program objectives:

- diversify economic base to achieve better match of resident labour force and jobs;
- maintain balance between population growth and employment growth;
- preserve prime agricultural land, particularly in Halton and north Peel, and recreational resources, particularly the lakeshore and the Niagara Escarpment.

## 7. Northern Sub-Region

Policy and program objectives:

- contain urban growth pressures;
- maintain balance between population growth and employment growth;
- preserve the Oak Ridges Moraine;
- protect the abundant natural resource and recreational assets of the sub-region.

## 8. Oshawa Sub-Region

Policy and program objectives:

- attract approximately 25 per cent of total COLUC growth during the period to 1986, using such tools as housing, piped services, transportation, harnessing development generated by the new airport, the relocation of government operations, and industrial estates and buildings;
- protect prime agricultural land;
- preserve the Oak Ridges Moraine;
- protect the natural resource and recreational features of the northern part of Durham, including Lake Scugog, and the shorelines of Lake Simcoe and Lake Ontario and the valleys of the rivers draining into them.

## 9. Metropolitan Toronto

Policy and program objectives:

- divert some high-order services from central Toronto to the boroughs, particularly Scarborough and North York;
- encourage relocation of central area manufacturing industry, where appropriate, to the extent compatible with the maintenance of central area employment opportunities;
- protect and enhance the lakeshore and the major river valleys and park system.

## **10. General Program Emphasis**

With the determination of a firm COLUC structure plan, emphasis should shift from long-range target setting to the understanding, management and monitoring of development forces, with the creation of an appropriate machinery within the provincial government.

## **11. Permanent Technical Cooperation**

An appropriate intergovernmental organizational structure should be established for a continuing joint planning program for the COLUC area at the technical level, embracing the principal agencies concerned with both planning and implementation at the provincial and municipal levels.





## 1: BACKGROUND

*...There is a solid belt of urban development from Hamilton to Oshawa...*

*...Hamilton extends a mile and a half beyond the Niagara Escarpment...*

*...All the tender fruit area in Saltfleet Township is converted to urban uses...*

*...Port Credit and Brampton join together...*

*...Richmond Hill becomes eight miles wide...*

*...Newmarket and Aurora merge...*

*...Markham is enveloped...*

This, and worse, was predicted for the year 2000 by the Metropolitan Toronto and Region Transportation Study. MTARTS called this a "trends plan"—what would happen if trends were simply allowed to take their course.

The name is not so much of a contradiction in terms as it would appear. Urban development is always planned, as are most human activities. The point is: who is doing the planning and for whom is it being done. In the case of a trends plan, it is every man for himself. Individual people and companies plan for their individual benefit without much regard for the sum of their efforts. Although it is possible that the results achieved will be to everyone's satisfaction, the chances of this occurring are slight. The more usual result is that everyone's plans are frustrated and no one is happy with the outcome.

To complicate matters, urban development has a character of permanency so that the mistakes of one generation become the cross that succeeding generations must bear.

In an area, like the Central Ontario Lakeshore Urban Complex, where growth rates have been high and show little sign of abating, the disadvantages of uncoordinated planning rapidly become evident.

This is not to say that no coordinated planning has been carried out in the urban complex along Lake Ontario. Many planning studies and projects, sponsored by various levels of government, have been aimed at the development problems of the area, with the number and scope increasing particularly since the Second World War. Until recently, however, these activities have been directed at one or another specific aspect, such as transportation, piped services, and housing. As late as 1963 the provincial government initiated the Metropolitan Toronto and Region Transportation Study, referred to above, which was intended solely as a transportation study although the study group eventually went far beyond its original mandate.

### **The Metropolitan Toronto Planning Area**

An early attempt at broad-based planning for the urban area along the lakeshore occurred in 1953 when The Metropolitan Toronto Act defined the

Metropolitan Toronto Planning Area to take in some 720 square miles, only 240 of which comprised Metropolitan Toronto itself. Various editions of a draft official plan were published for the planning area. Each one, with minor variations, propounded an urban structure that sought to separate satellite and fringe communities from the prime centre, Toronto, by greenbelts.

The provincial government, in setting up the Metro Planning Area, recognized a limiting factor peculiar to municipal planning exercises—the inability of one municipality to control another's development immediately outside its boundaries. In uniting Metro with its urban fringe the province hoped that Metro would be able to order its destiny with a rational development plan for the whole area. The attempt was only partially successful. It proved difficult for the planning board and staff to work in areas outside the jurisdiction of Metro council, even though the outside municipalities were represented on the planning board. Gradually the idea was abandoned in favour both of stronger individual planning areas and provincial involvement.

### **The Smith Committee on Taxation**

By 1965 it had become apparent that individual municipal problems could no longer be solved by individual answers. The Ontario Committee on Taxation (Smith Committee) in examining provincial-municipal fiscal relations discovered it could not do so adequately without analyzing local government structure. It made recommendations for the restructuring of local government. The Metropolitan Toronto and Region Transportation Study set up in 1963, encountered similar difficulties in endeavouring to design a transportation plan; the study group eventually, in 1967, developed five alternative urban structure plans on which to base its transportation recommendations.

### **Design for Development and Regional Government**

In 1966 the province launched two programs which a few years later culminated in a combined regional government/regional development program. The first of these programs was Design for Development. In the Phase I statement the province was divided into ten development regions for which broad and comprehensive development plans were to be prepared. The second program was a series of local government reviews, designed to rebuild and strengthen Ontario's local governments.

In 1968 Design for Development: Phase II laid down the criteria for local government reform using some of the Smith Committee's recommendations and adding some additional guidelines. The next year the first regional government—Ottawa-Carleton—took office, designed largely on the basis of the Phase II criteria.

The publication of *Design for Development: The Toronto-Centred Region* in 1970 and its status report in 1971 demonstrated clearly the need to strengthen local government in the Toronto-Centred Region and to relate government restructuring to regional development. TCR was an area where urban growth rates in the past had risen faster than anywhere in the province, and where for the future they were expected to go on rising.

Accordingly, in 1972 *Design for Development: Phase III* tied the regional government program firmly to the regional development program. The ten development regions were reduced to five planning regions. The Toronto-Centred Region became one of these five, expanded and renamed the Central Ontario Region.

In January 1974 the regional government program for the north shore of Lake Ontario was completed with the inauguration of Durham, Peel, Halton, and Hamilton-Wentworth. Together with Metropolitan Toronto (1953) and York (1971), they form the Central Ontario Lakeshore Urban Complex (COLUC) within the larger Central Ontario Region. Each regional municipality is an independent planning area under The Planning Act and each will produce an official plan for the area of its jurisdiction. Metro Toronto has had a draft plan for some years but is now preparing an official plan for approval by the provincial government.

Overall regional planning strategies, however, are still the responsibility of the province. The proposal for COLUC, contained in this report, is a regional planning strategy and as such falls within the bounds of the province's responsibility.

Before going into the COLUC proposal, however, it will be useful to look more closely at two of its predecessors: *Choices for a Growing Region*, MTARTS, 1967; and *Design for Development: The Toronto-Centred Region*, May 1970.

### **Metropolitan Toronto and Region Transportation Study: Choices for a Growing Region, 1967**

The MTARTS area stretched from Hamilton and Guelph east to Bowmanville and north to Lake Simcoe. The study group presented five alternatives for urban growth in their final report: a trends plan, and four goals plans.

#### *The Trends Plan*

Using demographic trends and information from official plans, MTARTS concluded that population in the study area by 2000 would be 6,430,000. The private car would remain the chief method of transportation and the housing mix would switch to a preponderance of multiple-family housing. Under the trends of the time, MTARTS predicted "a solid belt of urban development from Hamilton to Oshawa", all of the tender fruit

area in Saltfleet Township . . . converted to urban uses, "Whitby, Oshawa, and Bowmanville becoming a single urbanized area", and so on.

MTARTS pointed out, too, that "either because of the looseness of regulations, the absence of regulations, or the permission of features such as major commercial establishments, agricultural lands anywhere in the region can be readily converted to urban uses".

MTARTS assessed the trends plan against 12 regional goals covering land, economic structure, environment, accessibility, cost and ability to cope with change. The trends plan failed to meet most of them.

#### *The Goals Plans*

Consequently MTARTS set out to design alternative structures to test against the goals. Four goals plans were the result. All assumed Toronto as the prime centre and the first three proposed urban concentration along the lakeshore; the fourth proposed decentralized growth northwest of Metro.

On the whole Goals Plan II came closest to achieving the 12 goals. This alternative suggested two tiers of urban places along the lakeshore, separated by a parkway belt. The population densities of the major centres were the lowest that could be hoped for and the arrangement allowed for economical lake-based servicing.

### **Design for Development: The Toronto-Centred Region**

In 1970 the government adopted as policy an urban structure based largely on Goals Plan II but incorporating some of the decentralized aspects arising from work done after the MTARTS report's publication. The TCR area was somewhat larger than the MTARTS area, including Kitchener-Waterloo, Peterborough and Port Hope-Cobourg.

In presenting the Toronto-Centred Region policy to the public in 1970, Premier John Robarts predicted that the concept would "shape our future and that of our children and their children", for it would influence where we would live, work and play.

The government statement on TCR pointed out that "we must anticipate further advances in technology, increases in wealth and changes in the aspirations and expectations of our people . . .". It is evident already that for many people disposable income has risen and it is apparent too that aspirations and expectations have undergone substantial change. The consequences have been a demand for higher standards of community life and heavy pressures on recreation facilities.

As it was seen at the time, the TCR concept was to provide a framework within which the entire set of public and private decisions affecting the



region, made by all levels of government and by individuals and corporations, could be coordinated. TCR was presented as “the first broad brushstrokes of a regional development policy for the dynamic heart of Ontario”.

The government foresaw that, “by positive development programs” under TCR and its parent Regional Development Program, Ontario would “retain the efficiency of the private sector while improving the quality of life”—that misdirected capital outlays would be avoided and a high return on both public and private investment would be maintained.

At the day-to-day level, TCR was intended to give guidance to line ministries of the provincial government in making their decisions—where and when to install piped services, build highways, construct hospitals and so on. It was intended as well to provide the same framework for the municipalities in drawing up their official plans and budgeting for services.

### *TCR Goals and Principles*

The TCR document listed 12 goals for the region against which to consider the “vital social implications” of growth. It also listed five development principles designed to help achieve the goals.

#### **i) Goals**

1. To facilitate the achievement of the Region’s economic potential, consistent with the overall provincial interest and development.
2. To preserve the unique attributes of the regional landscape.
3. To minimize the urban use of productive agricultural land.
4. To minimize the pollution of water and the atmosphere.
5. To facilitate and maintain a pattern of identifiable communities.
6. To provide best possible accessibility for the movement of people and goods.
7. To provide essential transportation, water and sewer facilities at minimum cost consistent with overall benefit.
8. To maximize opportunities for using specialized services and facilities.
9. To develop in a manner consistent with the needs arising from long-term population trends, particularly in scale of growth and anticipated changes in household size and composition, and in age distribution.
10. To develop in a manner consistent with emerging and probable future technological innovations, i.e. to facilitate, adjust to, and receive the benefits of such possibilities.
11. To develop in a manner consistent with the needs arising from social changes resulting from future economic and technological developments, e.g. changing patterns of leisure.
12. To develop the Region in a manner that provides flexibility.

#### **ii) Principles**

1. The principle of linearity, which seeks as far as possible to align urban places along a series of more or less straight paths to take maximum advantage of parallel routes for transportation and services.
2. The principle of functional efficiency, which seeks a best set of political, economic, and social relationships for all urban and rural places.
3. The principle of decentralization, which emphasizes (i) the importance of metropolitan centre influence, and (ii) a logical distribution of urban places within a metropolitan region.
4. The principle of space conservation, which stresses, on a per capita basis, adequate open space and recreational requirements.
5. The principle of natural resource conservation, which stresses the need for careful use of land, water and air.

### *The TCR Urban Structure*

The Toronto-Centred Region was divided into three zones (see figure 3). The concept defined an urban structure along the north shore of Lake Ontario (see figure 4) based on the following key points:

1. Two tiers of urban communities parallel to the lakeshore, separated by a parkway belt, and varying in scale and function.
2. A strong east-west linear configuration, anchored at either end by Oshawa and Hamilton as second-order centres, with Toronto as the first-order or primate centre.
3. Stimulation of eastward growth, matched by restraint of development northward in the Yonge Street corridor.
4. A broad tract in the north (Zone 2) to remain predominantly rural.

Projected population for all of TCR by 2000 was about 8 million; for the Zone 1 urban area, 5.7 million.

The TCR report expressed concern about what it called the “aspects of unstructured sprawl” in the urbanizing areas west of Metro and deplored the premature removal of land from agricultural and recreational uses.

TCR’s stated policy for Zone 2 was to retain the area “to the maximum degree in recreational, agricultural, and other open space uses”. Recognizing, however, that some growth would occur, the TCR policy was to encourage that growth to take place in a northern axis along Yonge Street in such places as Richmond Hill, Aurora and Newmarket, together with a few other towns outside the present COLUC boundaries.

This report deals primarily with Zone 1, the “lake-shore urbanized area”, and part of Zone 2, the so-called commutershed.

### *The Advantages*

There are a number of built-in advantages to the system as outlined by TCR:



1. Urban development structured along the lakeshore minimizes both water supply and sewage treatment costs and negative environmental effects.
2. A linear development exploits the efficiencies of high-capacity transportation facilities, particularly mass transit.
3. A second tier of urbanization separated from the lakeshore tier by a linear parkway belt system reduces congestion in the lakeshore tier and provides open-space relief in the urban fabric, while the parkway belt houses transportation and other utilities.
4. A range of city sizes forming a hierarchy provides diversity of living and working opportunities, and brings services nearer to the consumer.
5. Development to the east, emphasized at the expense of growth in other parts of the area, flanks Toronto on both sides by structurally comparable sub-regions, thus achieving balance of opportunities, maximizing personal access, and restraining congestion in the west.

## TCR Since 1970

Work began immediately on the definition of the parkway belt and in June 1973 the government introduced legislation creating the western portion of the belt; the eastern portion is expected to be defined in a few months.

To rationalize its regional planning program the Ontario government in 1972 consolidated the economic regions into five large planning regions. The area that had been known as the Toronto-Centred Region became part of a much larger Central Ontario Region, extending west into Regional Haldimand-Norfolk, north into Muskoka and Haliburton and east to the Northumberland/Hastings county line. The basic TCR policies, however, still apply to that part of the Central Ontario Region which was once TCR's Zone 1.

Since the publication of the Toronto-Centred Region concept, certain modifications have been introduced in a status report but the basic policy remains. It is open to question, however, whether the policy has been adequately taken into consideration in a number of development decisions made since 1970. Although stimulation of growth in the east was adopted as policy, only the new town project in north Pickering provides visible evidence of that policy being implemented and it will be some time yet before building begins there. On the other hand, growth, particularly in the form of residential construction, has continued apace in the west. In 1970 housing starts in the Mississauga sub-region outnumbered starts in the Oshawa sub-region by four to one; by 1973 this ratio had risen to nearly eight to one.

Moreover, the concept, though intended to provide guidelines and a policy framework, failed to do so on a number of occasions because of the

very general nature of the document. Perhaps the most vexatious incident was the attempt to ascertain the number of people to be served by the South Central York Servicing Scheme. The 1971 TCR Status Report set out population allocations for certain places in south central York. The Region of York, in 1972, sought higher allocations. While a gross figure was agreed on in 1973 as the basis for the design of the servicing scheme, the distribution and phasing of population growth in the area remains unresolved, and, indeed, could not realistically be resolved except in a TCR-wide context.

None of this is to denigrate the policies expressed in the TCR documents. There was an obvious need for a structured approach to growth in the area and the TCR concept was an attempt to provide such an approach. Nor was there any fundamental unwillingness on the part of line ministries to implement their programs in conformity with it. The problem has been that the concept was too general in nature to be translated into programs. Specifically, the roles and functions of the various cities and towns were unclear; population and employment allocations when available were not time-related; and most serious of all there are a number of issues still requiring government policy decisions. Therefore, it cannot yet be said that there is a firm **plan** for the Toronto-Centred Region sufficiently detailed to give clear guidance to provincial ministries and agencies. As a result, the Regional Planning Branch of the Ministry of Treasury, Economics and Intergovernmental Affairs has had to respond to requests for clarification in an ad hoc fashion, a situation inconsistent with the purposes of TCR as they were conceived in 1970.

In 1973, therefore, the Advisory Committee on Urban and Regional Planning (ACURP) decided that a special task force should be established to refine the TCR concept for this area into a more specific structure plan. The study area was called the Central Ontario Lakeshore Urban Complex (COLUC). It consists of Metropolitan Toronto and the regional municipalities of Hamilton-Wentworth, Peel, Halton, York and Durham (see figure 2).

## The COLUC Task Force

The decision to establish the task force arose from the advantages of bringing into the planning process, as full participants, the agencies which would be mainly responsible both for the later detailing of the plan, and for carrying it out: the line ministries and the regional municipalities. The task force has, however, built very largely on a great deal of work carried out since 1970, mainly within the Regional Planning Branch. This work is reflected in the 1971 TCR Status Report and the (unpublished) 1972 report of the TCR combined interministerial task forces on urban structure, population allocation, and resource guidelines.

## Composition

The COLUC task force was an interministerial group consisting of members from the Ministries of Agriculture and Food, Natural Resources, Transportation and Communications, Environment, Housing, and Treasury, Economics and Intergovernmental Affairs.

The steering committee composed of senior members of these ministries directed the activities of a working group whose studies and analyses formed the basis of this report.

The planning commissioners of Metro and the five regional municipalities sat on the steering committee and members of their staffs served on the working group. The findings, however, remain the responsibility of the province.

During the course of the COLUC project, meetings were held with other ministries and agencies, including Community and Social Services, Industry and Tourism, Health, Education, and Ontario Hydro.

## Terms of Reference

The Advisory Committee on Urban and Regional Planning gave the task force the following terms of reference:

1. To prepare, in consultation with municipal officials to whatever extent and in whatever manner may be appropriate, a general structure plan for the form and structure of COLUC at full capacity (i.e., at the completion of the first cycle of development of all urban areas), taking into consideration:
  - The delineation of definite and conditional areas for urban development.
  - Estimates of capacity populations by area, and (if feasible) preliminary estimates of composition.
  - Distribution of employment by suitable categories.
  - Location, roles and accessibility of major nodal points (regional and sub-regional centres).
  - Linkage requirements of the system of centres, and other tasks for transportation.
  - Definition of the Parkway Belt (through liaison with Parkway Belt Task Force).
2. To recommend such modification of the general TCR Zone 1 concept and policies as may seem appropriate as a result of the task force's work program.
3. To phase the development of the various elements of the structure plan (population growth by urban envelope, development of transportation linkages, development of systems of piped services, etc.) by suitable time periods related both to the principles of the TCR concept and to the requirements of line agencies.
4. To identify policy strategy and program requirements or alternatives by policy field in

relation to immediate needs and issues and to the early stages of plan implementation.

Essentially the COLUC task force was instructed to refine the Toronto-Centred Region concept so that it can be used as a common framework by the regional municipalities and the various agencies of the provincial government in formulating their policies and programs.

**The task force, therefore, made no attempt to examine alternative urban arrangements.** The COLUC group recognizes that applying the plan in detail may well point up some problems with the policy which could lead to a reconsideration of the policy as a whole. In view of the changing climate of opinion since the original TCR statement of 1970, some major alterations may well prove necessary and desirable, especially in view of the official plan preparations underway in the five regional government jurisdictions. But these matters were outside the terms of reference of this group.

The present report is the collective responsibility of the task force as a whole. No individual member, nor any provincial or municipal body represented on the task force, necessarily endorses any particular statement or proposition in the report.

## COLUC Development of TCR

The COLUC task force, recognizing that the TCR concept made a conscious choice among a number of candidate corridors of development, and that this choice was the essence of the plan, determined a number of characteristics that the preferred corridors should have.

First, corridors should have, at least prospectively, populations large enough to justify and sustain high levels of service and amenity, with economies of scale, in a wide range of public and private facilities, from regional transit to sophisticated entertainment.

Second, economic activities in the corridors should be better distributed over their length than has been traditionally the case. In particular, corridors should embody strong intermediate and outer-terminal centres of employment. This will increase the number and variety of opportunities available, will enhance local self-sufficiency, and should curb some of the more extreme and inhibiting forms of travel demand.

The investment required for the full equipment of major urban corridors is very large, considering the full range of hard and soft services involved. The COLUC task force determined that public outlays should be packaged and concentrated for maximum effect, by attention to selected corridors and areas giving highest strategic return. The temptation to fragment expenditures needs to be resisted.

The COLUC task force, therefore, has affirmed the basic TCR structure of three principal axes of development, as follows:



1. Toronto to Hamilton
2. Toronto to Oshawa
3. Toronto to Aurora/Newmarket.

The northern corridor (Aurora/Newmarket) is by design a junior partner, affording neither the potential nor the economies of scale of the other two.

The axes west and east are each split into two parallel tiers or corridors but the outer terminal city in each case—Hamilton and Oshawa, respectively—is intended to strongly and directly influence both tiers by convergent design of access systems. For example, major transportation links both along the lakeshore and in the second tier will converge on Hamilton in the west and Oshawa in the east.

### The Open Space Frame

COLUC is more than just a system of urban places. Reciprocal to the urban structure, and necessary to the achievement of the mature state, is the open space frame.

Roughly, the COLUC urban area is bounded on the south by the Lake Ontario shore, a major recreation resource; on the west by the Niagara Escarpment; and on the north by the Oak Ridges Moraine. The spine of the Parkway Belt runs continuously east-west through the complex, while the stream valleys and the parkway minibelts run north-south. Between the northern limits of the second tier of urban places and the Oak Ridges Moraine is an area designated as open, rural space.

The lakeshore is being extensively developed as a recreational resource; protection of the Niagara Escarpment has provincial policy status; five of the major stream valleys are high on the province's list for preservation and where necessary restoration. The Oak Ridges Moraine, however, has no provincial policy status of any kind beyond that of being part of TCR's Zone 2. The rural land immediately south of the moraine is in the same situation, without specific protection. Both are coming under heavy development pressures; both are essential elements of the open space framework of COLUC.

At present, the only protection available for much of the "rural" area within COLUC is the general policy statement in the TCR report of 1970 regarding the open character assigned to Zone 2 and the older "urban development in rural areas" (UDIRA) policy of the former Department of Municipal Affairs. Since 1970 the Subdivision Branch (now of the Ministry of Housing) has attempted to base its decisions regarding subdivisions in these areas on these two policy statements. As neither is specific enough to apply on the ground, the branch has been able only to fight a rear-guard action, to the detriment of both the COLUC area and the provincial government's credibility.

### The Work Program

Adhering to the principles of TCR, a "mature-state urban structure preference" (MSP) was drawn up for the COLUC area. The MSP is an elaboration of the original TCR concept, detailed to show a preferred or "ideal" arrangement of centres of various sizes and functions forming a single urban system tightly integrated by a complementary transportation system. Once completed, the MSP was reviewed in detail by the participating ministries to ensure that their programs could realistically be planned to support it and help to bring it about.

With the mature state structure determined, the second half of the work program (and in some ways the more important) was to cut it back to intermediate development phases between the present and maturity. The two phasing periods chosen were the present to 1986 and 1986 to 2001. The feasibility of population and employment allocations was tested by using land-use allocation models; and a housing density study was commissioned to determine the amount of land that would be required.

It was determined that the MSP on the whole was a desirable and achievable plan, although changes were made both in response to agency comments and in response to interim government policy imperatives.



## 2: THE URBAN SYSTEM

### The Mature State Structure Preferences (MSP)

Two basic forces underlie the development and sustenance of city life. The first is man's desire to maximize his opportunities to engage in a wide variety of activities, and the second is the desire to minimize the effort required to accomplish the first. A provincial government, faced with problems of structuring rapid metropolitan development, can seek to reconcile these two forces in the form of a conscious policy to diversify the economic base of component areas, thereby increasing in a desirable pattern both the number and range of activities available.

To complement a policy of diversification, another "natural" tendency can be exploited—that of functional ranking and specialization of urban places. Economic activities locate where it is most advantageous for them to do so. Depending on the activity, locational decisions are normally based on two main factors: transportation costs, and economies of scale and agglomeration. If the economies of scale and agglomeration outweigh transportation costs for certain related activities, they will tend to concentrate in one urban place, giving that place a specialized functional role. Those for which transportation costs or access are the overriding concern are likely to be more dispersed. The result of these locational decisions could be a natural urban hierarchy—a well-distributed set of ranked urban places whose areas of influence or service are "nested". In a metropolitan region such as COLUC, however, the importance of agglomeration for many economic activities tends instead to promote relatively few and selected locations. With increasing specialization, urban places of the same class become differentiated, and more and more dependent upon one another for goods, services and opportunities. The natural tendency toward both hierarchical alignments and complementarity can be reinforced by conscious policies to create a selectively integrated and tightly knit urban system.

It was on these twin bases of urban hierarchy and specialization that the TCR concept and especially this elaboration of it are built.

The MSP is a description of the physical and functional structure of the COLUC area when all of the significant urban elements of the two-tiered system of the TCR concept are in place and are functioning in balance according to their respective preferred roles, i.e., at "maturity". These roles are defined in terms of desirable activity mixes and levels, and the kinds of interaction with other urban places. The pattern of places and linkages is designed to make locally accessible the highest affordable levels of the various personal, business and other services.

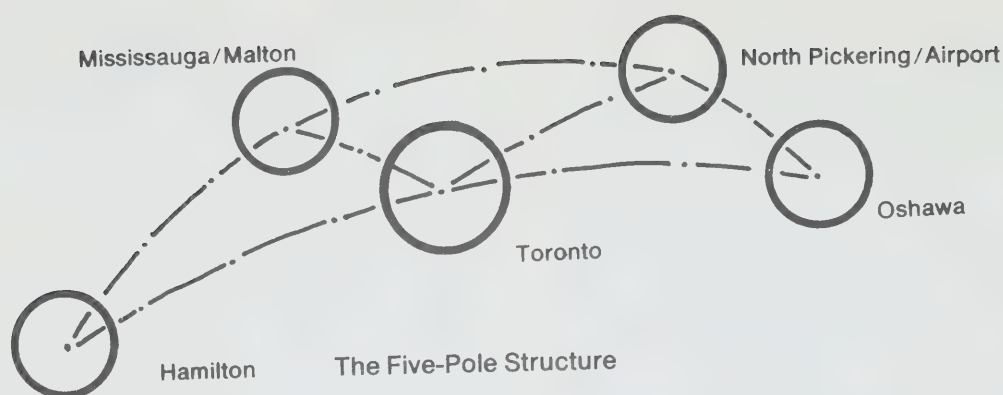
Simply stated, the MSP defines the various degrees of general and specialized services each urban place will provide and the corresponding area and population which it will serve. To put the MSP into dimensional perspective, and to manifest the preferred activity levels, population and employment levels are defined for each urban place at maturity (expected to occur during the first half of the next century).

The mature state structure, which will be described in the following paragraphs, was the starting point of the COLUC task force's work. As the project progressed the MSP was amended somewhat.

By first examining the mature state, the COLUC task force has focused attention on the time when the area will have achieved a state of relative stability, when it ought to be able to demonstrate enduring amenity, balance and efficiency. Within certain limits of predictability, this approach ensures awareness, from the beginning, of the ultimate likely scale and configuration of demand, so that capacity and network problems can be anticipated and averted. (For example, if the Ministry of Transportation and Communications knows where a new town will be built, and when, and how large it is likely to be, the ministry can protect rights-of-way of sufficient size to serve the town well in advance of its being built.)

Structurally, the MSP shows 23 urban places in a roughly triangular area bounded by the Lake Ontario shore, the Oak Ridges Moraine, and the Niagara Escarpment. Most of the urban places, some not now existing (including North Pickering), are grouped about an east-west axis stretching from Hamilton to Oshawa, and in a lesser north-south axis along Yonge Street. Those along the lakeshore appear in two tiers, one on the lake and the other running parallel to it, about five miles to the north and separated from the lakeshore tier by the east-west spine of the Parkway Belt, and from one another by the north-south Parkway minibelts and by the valleys of streams emptying into Lake Ontario.

Functionally, the 23 urban places are grouped into four sub-regions, focused respectively on Hamilton, Mississauga, Toronto and Oshawa.<sup>1</sup> The sub-regions are highly diversified and relatively self-sufficient for services, depending on Toronto only for the most specialized services. Each sub-region consists of several urban places of differing size ranges and functions, which are physically and functionally well-connected and integrated to complement and benefit from one another's specialties. Toronto continues to be the prime centre—regionally, provincially and nationally—having a high concentration of these and international functions as well. Hamilton and Oshawa have two additional roles: first as regional centres serving wide hinterlands within and beyond COLUC; and second as points of entry to the COLUC internal system from the Windsor and Montreal urban corridors, respectively.



Accenting the complete MSP urban system there are five major poles of attraction—Toronto, Hamilton, Oshawa, and Mississauga, together with North Pickering and its adjacent international airport—the five-pole structure (see diagram). Intervening urban places tend to be net exporters of workers, whose orientation for work is along corridors converging on these five places in particular. Consumer travel is minimized by a well-distributed set of centres within each sub-region.

The mature state has a “system capacity” population somewhat less than eight million—depending on evolving urban densities—and a threshold population of approximately six million (when the mature condition is first theoretically attainable).

Maturity is expected to be reached sometime between the years 2000 and 2050, depending on rates of regional population growth and the synchronization of the times when various urban places achieve their respective mature state populations.

During this shorter period the population of the urban places will rise from the minimum necessary for each to perform its functional role to the maximum that role can accommodate. At higher or lower population levels the urban places probably would not function in their assigned roles.

The system of urban places and open spaces at maturity is shown in figure 5.

### *Decentralization, Deconcentration and Sub-regionalization*

Decentralization, including localized deconcentration, of the region’s economic base was an integral feature of the 1970 TCR concept. The main reasons for decentralizing and deconcentrating activities from Toronto to other places in the province and region remain valid, and are:

1. to increase the availability and variety of work opportunities and services throughout the region and beyond;
2. to achieve savings in the provision of transportation for longer-distance commuting, and in time spent travelling; and

3. to relieve stresses of overcrowding.

The process of deconcentration involves diverting some activities that might normally locate in Toronto to other parts of the region. The key to achieving deconcentration is the development elsewhere of strong sub-regions—each with its own structure and core—which are nevertheless highly accessible to Toronto for specialized backup services. The construct of the MSP is the creation of four economic sub-regions as alternatives to Toronto, each to contain more than one million people living in a number of distinct but related urban places of varied size and function, and oriented to a main centre in each sub-region.

### *Hierarchical Classification and Preferred Dominant Orientation*

In drawing up the mature state preference, the COLUC task force designed a hierarchical structure based on the TCR concept, and then chose one method by which the structure may be made to work through the assignment of functional roles to the various urban places. Roles embrace typical economic activities, population size ranges, and degree of dependence for work. The method of assigning roles is described later under “Allocation of Activities”.

In the MSP, the urban places are arrayed hierarchically from the Class 1 centre in Toronto, through Class 2 centres in Hamilton, Mississauga, North Metro and Oshawa, to the 18 other urban places ranging from Class 3 to Class 6 and oriented progressively to the Class 2 centre of their respective sub-regions.

The allocation of classes in the hierarchy to particular urban places reflects their capability to command progressively larger service areas and populations within the COLUC settlement pattern (and beyond). The objective is to optimize the level of service, while recognizing the forces of specialization, competition, differentiation and complementarity. The result is an urban system which brings services as near to consumers as is affordable in light of economies of scale and agglomeration, at the same time accomplishing the



desired objective of decentralization and deconcentration.

Although a functional sub-region centred on Mississauga located asymmetrically between Toronto and Hamilton may seem not entirely consistent with central place location theory, the large and increasing population—including Brampton/Bramalea—will justify numerically a Class 2 centre to intercept higher-order service trips that presently go to Toronto. For similar, though less obvious reasons, a northern sub-region was defined and oriented to a Class 2 centre in north Metro to service the north-central portion of Metro, and to intercept the northern axis.

In assigning classes to the urban places, care was taken that each should be oriented eventually to its designated Class 2 centre along preferred corridors so that traffic flows should be balanced, travel time minimized, opportunities maximized, and the most efficient use made of mass transit. Consideration also had to be given to the likelihood of each urban place achieving its preferred population level and orientation.

Table 1 shows the designated functional classes of the urban places, and the urban place populations and employment, all at maturity. The preferred urban place populations were obtained from empirically derived relationships of service area populations and class of urban place. The population figure represents the top level of maturity, beyond which the urban places could support a higher class.<sup>2</sup>

The preferred dominant orientation of each of the urban places at maturity is shown on figure 6. For comparison, the dominant orientations of these urban places in 1971 are also shown. Although many of the urban places are now oriented directly to Toronto for higher-order services, new and different orientations will need to be encouraged through transportation and activity incentive policies to achieve the designated classes and roles for the urban places and the sub-regions. For example, superior transportation linkages between Brampton/Bramalea and Mississauga must exist to assist the reorientation of Brampton/Bramalea from Toronto to Mississauga.

### *The Urban Hierarchy by Sub-region*

#### 1. Hamilton Sub-region

A large portion of the assumed service area population in the Hamilton sub-region lies outside COLUC; it extends over the Niagara Peninsula and up to Kitchener/Waterloo. Within the COLUC part of the sub-region, the preferred growth areas are in Burlington and North Burlington so that movement patterns can make use of both the lakeshore and the second-tier transportation corridors between Hamilton and Toronto. Except for political and related activities, it is postulated that Burlington and North Burlington, functionally

Class 4 and Class 5 communities respectively, will look to Hamilton as the dominant centre of the sub-region and the centre from which they will obtain higher-order services.

#### 2. Mississauga Sub-region

Although Mississauga has a series of centres at present, no particular one dominating in all respects, the MSP sub-regional population is more than sufficient to support a Class 2 centre in Mississauga to which Oakville (Class 3), North Oakville (Class 4), Erin Mills (Class 4), and Brampton/Bramalea (Class 4) would relate to obtain higher-order services.

#### 3. Northern Sub-region

Contrary to first preferences, it is postulated that Woodbridge, Richmond Hill and Markham/Unionville, although politically a part of the Regional Municipality of York, will look to Toronto, preferably to North Metro, to obtain the largest portion of their higher-order services, instead of to Aurora/Newmarket. These urban places on the fringe of Toronto are not all located on efficient transportation corridors; thus, they are classed low in the hierarchy. Aurora/Newmarket serves a number of country towns and a large rural area and earns a Class 3 designation as a consequence, but it has not been allocated a large population level because of the limitations of the water supply. Special attention will be required to achieve the preferred role without violating the population base and preferred orientations.

#### 4. Oshawa Sub-region

Oshawa, being the Class 2 dominant centre of the sub-region, would have the greatest amount and widest mix of employment. North Pickering would specialize in airport-induced services and would look to Oshawa for some higher-order services. The other urban places lower in the hierarchy would be centred largely on Oshawa.

It may be argued that Scarborough's large population would justify a Class 2 centre, or that the large employment likely to locate in North Pickering/Airport might make it a better location for the eastern sub-regional centre, but on balance it is considered advisable to diversify Oshawa's economic base. Also, the designation of Oshawa as a Class 2 centre will do more to implement the TCR concept's principle of directing movement away from Toronto; using either Scarborough or North Pickering would tend to emphasize the Toronto connection. If the population and employment growth in eastern Metro exceeds expectation in the future, Scarborough may have to be designated as a major Class 2 centre, in a position somewhat similar to Mississauga's in the west.



**TABLE 1: MATURE STATE POPULATION AND EMPLOYMENT** (000's)

<u>Urban Place</u>	<u>Func- tional Class</u>	<u>Urban Place Pop.</u>	<u>Service Empl.</u>	<u>Mfg. &amp; Constr. Empl.</u>	<u>Total Empl.</u>
Hamilton	2	700	317	133	450
Burlington	4	150	38	27	65
N. Burlington	5	75	11	5	16
Milton	6	20	2	1	3
HAMILTON SUB-REGION		945	368	166	534
Mississauga	2	440	188	66	254
Oakville	3	200	79	22	101
N. Oakville	4	150	29	7	36
Erin Mills-Meadowvale	4	270	66	19	85
Brampton-Bramalea	4	280	62	27	89
Malton	6	35	24	40	64
Georgetown	6	40	6	4	10
MISSISSAUGA SUB-REGION		1,415	454	185	639
Oshawa-Whitby	2	450	193	52	245
S. Pickering	4	120	25	11	36
N. Pickering	3	200	129	26	155
Ajax	4	120	22	14	36
Bowmanville	6	35	4	3	7
Audley	5	70	14	10	24
Columbus	4	150	36	11	47
OSHAWA SUB-REGION		1,145	423	127	550
Aurora-Newmarket	3	75	58	20	78
Woodbridge	6	20	2	11	13
Richmond Hill	5	95	15	8	23
Markham-Unionville	6	35	3	6	9
NORTH SUB-REGION		225	78	45	123
Toronto <sup>1</sup>	1	932	461	149	610
West Metro <sup>2</sup>	3	540	113	121	234
North Metro <sup>3</sup>	2	768	212	121	333
East Metro <sup>4</sup>	3	660	184	89	273
TORONTO SUB-REGION		2,900	970	480	1,450
TOTAL URBAN PLACES		6,630	2,293	1,003	3,296
REST OF COLUC		524	—	—	217
TOTAL COLUC		7,154	—	—	3,513

<sup>1</sup> Central Toronto includes City of Toronto and East York<sup>2</sup> West Metro includes York and Etobicoke<sup>3</sup> North Metro includes North York and the north Metro fringe<sup>4</sup> East Metro includes Scarborough and Milliken.

## 5. Metro Toronto Sub-region

The Class 1 service centre of the region, and of the province, is located, of course, in central Toronto. North York would serve as a Class 2 centre to intercept service-seekers from the north. Etobicoke and Scarborough are seen as Class 3 centres looking to central Toronto, and to North Metro to some extent, to obtain those Class 2 services which have gravitated to the central area.

### *Allocation of Activities According to Functional Role*

To clarify the meaning of functional role, and to help identify the actions needed to make roles happen, the service sector of the mature state economy was stratified into the following nine activities: government, health, education, retail, wholesale, business and personal services, cultural and urban recreation, transportation, and communications.

Taking into account both the levels and potentials of these activities in each urban place at present and the preferred class for each urban place, functional levels for each of the nine service activities were assigned to each urban place. The objective of this allocation was to diversify the range of activities in each sub-region, while permitting or encouraging specialization in some urban places to reinforce the general hierarchical role.

Finally, manufacturing activity was categorized into the types that are already established and unique to particular locations ("complex" industry, such as the steel industry and the auto industry), those that relate to local population ("city-serving", such as bakeries), those that can be located in theory anywhere in the region ("foot-loose" manufacturing, such as small parts production). The first two types of manufacturing were assigned at one of six functional levels to the appropriate urban places, recognizing current tendencies in the case of complex manufacturing (e.g., auto industries are already located in Oakville and Oshawa), and to population projections in the case of city-serving manufacturing. Finally, the footloose manufacturing plus some loosely linked derivatives of complex manufacturing was used to help "top up" local employment opportunities and to further complement the preferred classes of the urban places.

This allocation of service and manufacturing activity to each of the urban places by 12 sectors and appropriate level is only one example of the mix of services and employment opportunities that each urban place may offer at maturity. There are many other combinations which could be formulated which would satisfy the preferred general classes and dominant orientations designated for each of the urban places and the preferred population.

### *Attaching Employment Levels to Urban Place Activities*

The activity levels were translated into employment numbers at the specific request of line planning agencies. The technique tends to rely excessively on hierarchical ordering of the predominant service employment, but has the merit of consistency, and it conveys adequately if somewhat crudely the principal dimensions of the mature state functional preference design.

The result of this employment allocation exercise is that the higher-class urban places will have more jobs than workers. These include central Toronto, Hamilton, Mississauga, North Pickering and Oshawa. Most of the remaining 18 urban places will be deficient in jobs in varying degree and accordingly will be net exporters of commuters. The same pattern will apply to higher-order services: people will tend to travel from the smaller centres to the nearest of the five poles of the region to obtain higher-order services.

### **Phasing**

Following completion and review of the mature state urban structure preferences (MSP), the working group embarked on the process of "cutting back" to preferred population and employment allocations for 1986 and 2001. These are referred to as the "phasing preferences". Two groups of consultants were employed, Woods, Gordon & Company, and a consortium of Murray V. Jones and Associates Limited and Peat, Marwick and Partners. Both groups worked with the task force staff intensively for a week, and each group subsequently produced its own report and set of phasing preferences. These came to be known for the sake of convenience as "scenario A" (Woods, Gordon) and "scenario B" (Jones/Peat Marwick). The two sets of preferences were then revised somewhat to facilitate comparison and are set out in table 2 and compared graphically in figure 7.

The central difference between the two scenarios lies in their assumptions about the relative pace of growth in the western and eastern corridors respectively. In the simplest possible terms, scenario A assumes early acceleration of growth in the east, coupled with considerable slowing down in the rate of growth in the west; scenario B assumes that this is not feasible (or necessarily advantageous), and that the rate of growth in the west will build up to the mature state quickly and in the east more gradually.

Originally the task force had intended to review the two phasing reports and select one or the other (or perhaps a third) set of preferences. Detailed comparison of the two scenarios, however, revealed no clear-cut basis for choosing one over the other, or for opting for a compromise alternative. Scenario A is clearly the more challenging and the more onerous, requiring maximum effort on the part of government to achieve

**TABLE 2a: POPULATION PHASING SCENARIOS (000's)**

Urban Place	1971	1986		2001		Mature State
		"A"	"B"	"A"	"B"	
Hamilton	354	412	475	598	595	700
Burlington	80	100	105	134	130	150
N. Burlington	1	1	2	1	4	75
Milton	7	9	13	11	16	20
HAMILTON SUB-REGION	442	522	595	744	745	945
Mississauga	143	222	280	356	350	440
Oakville	57	66	105	90	150	200
N. Oakville	1	1	4	1	77	150
Erin Mills-Meadowvale	9	53	60	183	160	270
Brampton-Bramalea	65	92	125	130	200	280
Malton	18	20	25	30	30	35
Georgetown	17	22	26	31	33	40
MISSISSAUGA SUB-REGION	310	476	625	821	1,000	1,415
Oshawa-Whitby	115	298	180	397	254	450
S. Pickering	21	58	40	90	70	120
N. Pickering	2	30	34	120	106	200
Ajax	17	24	34	45	65	120
Bowmanville	8	15	15	35	18	35
Audley	3	3	6	3	17	70
Columbus	1	1	1	33	60	150
OSHAWA SUB-REGION	167	429	310	723	590	1,145
Aurora-Newmarket	30	55	44	75	67	75
Woodbridge	3	6	7	12	14	20
Richmond Hill	25	44	47	59	76	95
Markham-Unionville	11	18	21	21	28	35
NORTH SUB-REGION	69	123	119	167	185	225
Toronto <sup>1</sup>	817	904	862	925	907	932
West Metro <sup>2</sup>	430	515	485	535	520	540
North Metro <sup>3</sup>	522	670	658	730	727	768
East Metro <sup>4</sup>	335	490	475	615	586	660
TORONTO SUB-REGION	2,104	2,579	2,480	2,805	2,740	2,900
TOTAL URBAN PLACES	3,092	4,129	4,129	5,260	5,260	6,630
REST OF COLUC	233	300	300	387	387	524
TOTAL COLUC	3,325	4,429	4,429	5,647	5,647	7,154

<sup>1</sup> Includes City of Toronto and East York<sup>2</sup> Includes Etobicoke and York<sup>3</sup> Includes North York and part of North Metro fringe<sup>4</sup> Includes Scarborough and part of North Metro fringe.

**Note:** The figures in the columns headed "A" and "B" represent a range of tolerance of results, with the figures in column "A" alone being targets. Where the range is wide, more policy effort is likely required; where the range is narrow, there is likely to be less effort required to achieve the preferred distributions. The sub-regional totals and the preferences for the five poles of COLUC corresponding to column "A" are provincial imperatives; the figures for the remaining urban places are negotiable. (See note on Table 2b).



**TABLE 2b: EMPLOYMENT PHASING SCENARIOS** (000's)

Urban Place	1971	1986		2001		Mature State
		"A"	"B"	"A"	"B"	
Hamilton	143	200	250	287	335	450
Burlington	22	29	39	43	53	65
N. Burlington	—	—	—	—	—	16
Milton	3	4	3	5	2	3
HAMILTON SUB-REGION	168	233	292	335	390	534
Mississauga	37	89	133	160	188	254
Oakville	18	27	48	40	73	101
N. Oakville	—	—	1	—	18	36
Erin Mills-Meadowvale	2	17	9	69	42	85
Brampton-Bramalea	26	36	37	54	61	89
Malton	29	35	42	52	52	64
Georgetown	4	6	7	6	9	10
MISSISSAUGA SUB-REGION	116	210	277	381	443	639
Oshawa-Whitby	49	148	91	215	136	245
S. Pickering	3	19	10	24	18	36
N. Pickering	1	15	25	64	78	155
Ajax	6	9	10	15	16	36
Bowmanville	4	6	4	11	5	7
Audley	—	—	1	—	5	24
Columbus	—	—	—	14	18	47
OSHAWA SUB-REGION	63	197	141	343	276	550
Aurora-Newmarket	8	24	25	32	44	78
Woodbridge	1	3	4	5	9	13
Richmond Hill	7	12	13	17	19	23
Markham-Unionville	3	7	6	9	7	9
NORTH SUB-REGION	19	46	48	63	79	123
Toronto <sup>1</sup>	551	605	575	610	583	610
West Metro <sup>2</sup>	160	222	210	232	222	234
North Metro <sup>3</sup>	198	300	283	321	305	333
East Metro <sup>4</sup>	94	222	209	273	260	273
TORONTO SUB-REGION	1,003	1,349	1,277	1,436	1,370	1,450
TOTAL URBAN PLACES	1,369	2,035	2,035	2,558	2,558	3,296
REST OF COLUC	84	120	120	150	150	217
TOTAL COLUC	1,453	2,155	2,155	2,708	2,708	3,513

<sup>1</sup> Includes City of Toronto and East York

<sup>2</sup> Includes Etobicoke and York

<sup>3</sup> Includes North York and part of North Metro fringe

<sup>4</sup> Includes Scarborough and part of North Metro fringe.

**Note:** See note on table 2a.

Although it would appear that scenario A suggests the encouragement of Toronto's growth, both scenarios indicate reductions in Toronto's share of the COLUC growth; the fact that the scenario A allocation exceeds the scenario B allocation is due to differences in methods and does not imply a policy of encouraging Toronto growth.

it; but it offers the strongest support for the mature state. Scenario B, on the other hand, is a much less difficult one to achieve but there is also less assurance of attaining the maturity preferences in the long run. In other respects, each scenario offered certain advantages and certain disadvantages, but on balance the difference did not seem to be great enough to justify dismissing one or the other. Generally, however, it would seem wise to design policies and programs to implement scenario A, while at the same time keeping open the options that would facilitate scenario B.

The task force, therefore, decided to regard the two scenarios as a range, rather than using either one alone. The range represents what is both acceptable and achievable on a scale running from the ineffective at one end to the maximum possible at the other. Thus, scenario B is regarded, judgmentally, as the **minimum acceptable** consistent with eventual attainment of the mature state; scenario A as the **maximum feasible**. This the task force took to be a reasonable basis for the design of government programs to attain the phasing preferences, since such programs can be formulated with the achievement of scenario B preferences as the essential **minimum** objective and of scenario A preferences as the **desirable** objective. This approach was used for the development of implementation strategies, discussed in chapter 3.

## Issues

The COLUC task force assumed from the first that the refinement of the TCR concept would reveal problems and questions obscured by the very general nature of the original concept. Identifying these was, in fact, one of the purposes of the task force. These issues would have emerged inevitably, however, even if there had been no major changes in the situation since 1970. But there have been several changes and each has raised certain questions which the task force had to consider. The following are the principal new factors:

- The restructuring of local government beyond Metro into five new regional municipalities;
- The advent of the new Toronto International Airport (Pickering) and the new community in North Pickering;
- The designation of the Parkway Belt (West);
- The Central York Servicing Scheme;
- The Ontario Housing Action Program.

As far as possible, the issues which arose during the work of the task force were resolved by the task force itself, wherever this could be done without contravening the TCR concept or the MSP.

A number of issues relating to the limits of land-use areas were eliminated by the decision, at a fairly late stage of the task force's work, to abandon precisely defined "urban envelopes", except to the extent that certain urban areas are

effectively defined by, for example, the Parkway Belt and the Niagara Escarpment. The new approach allocated population and employment to general localities only, leaving actual urban boundaries to be determined as far as possible by regional and local governments.

A number of issues of a more fundamental nature—that is, involving significant modification to the MSP and even the concept itself—were also identified and were discussed at length by both the working group and the steering committee. Since the terms of reference of the task force required it to refine the TCR concept, not to propose alternatives or major changes, the task force did not attempt to make the changes involved but is here presenting and describing the issues for subsequent policy resolution where necessary.<sup>3</sup>

It must be emphasized that the proposed urban structure cannot be modified to "solve" or eliminate these issues, in all but perhaps a few cases, without so greatly affecting the structure as to call for a comprehensive reappraisal of the concept.

## Scale

Much apprehension was expressed over the prospect of an urban area of up to 8 million people, regardless of form. This arose mainly from concern over the social implications, the impact on natural resources (including recreational resources) and the loss of farmland. One solution offered was that the concept should be amended to eliminate some of the "upper-tier" (inland) communities—in particular, North Burlington, North Oakville, Audley and Columbus, all now largely rural—from the mature system, and maintain these areas in agriculture.

The **magnitude** of the urban complex envisaged in the MSP is, of course, the most fundamental issue of all. Since it is not, however, one of form or structure, it will not be discussed here but in the chapter relating to rural resources and in the general appraisal in the concluding chapter.

Something may be said, though, about the elimination of some second-tier communities. In his "Comments on Report of COLUC Task Force", Professor Hans Blumenfeld argues, on the basis of his expectations of COLUC population growth (see chapter 6), that the second-tier communities will not in fact be needed. As long as this possibility exists, keeping the second-tier option open as long as possible makes sense. The first-tier communities and two of the major second-tier communities already have urban cores around which new development will occur. Four of the second-tier communities, however, do not, and the option here could be kept open for some time since the proposed phasing does not envisage early large-scale development in them.<sup>4</sup> At the same time it must be recognized that systems of transportation, piped services, etc., designed to serve a particular scale and form of urban area



will not function optimally for a "cut down" version. To take a simple example, water and sewer systems are designed to provide for a certain population level, and if that level is not reached, the design is uneconomical. Apart from this, the main objection to the elimination of second-tier urban places would be a loss in variety and size-range of communities. A decision to eliminate the second tier will become more difficult to implement as time goes on and as commitments are made. On the other hand, the costs and difficulties may be regarded in the future as acceptable prices to pay for reducing the scale of the total urban area and for conserving agricultural resources even in the face of continued population growth.

Relating to the general issue of the gross scale of development, it should be noted that the population and employment preferences do not meet the aspirations of several of the regional and local municipalities affected. To meet these aspirations would substantially increase the COLUC capacity as well as materially affecting its structure. The point should, however, be borne in mind in considering the specific issues discussed below.

### *The Western Corridor*

A number of interrelated issues arose in the Toronto-Hamilton wing of COLUC.

Current development trends and impetus led the task force to consider allocating substantial additional population to the Brampton/Bramalea area, and to filling in North Meadowvale and the "hole in the doughnut" proposed by the MSP to be withheld from development altogether. (The "hole in the doughnut" is the area bounded by proposed Highways 407, 410 and 403 and the Credit River.)

Such additional allocations might represent either gross additions to the western sector, or shifts from North Burlington and North Oakville (see "Scale" above). The former would seriously distort the overall distribution of population (and presumably employment), to the point where the continued validity of the TCR concept would be extremely doubtful. Even if the changes represented reallocations only within the western sector, the implications would be very significant. A much larger Brampton/Bramalea would mean a shift from a favoured, high-amenity, economical southern corridor to a more remote and costly one. To make such a shift work, the concept would have to be restructured and severe fiscal limitations overcome. North Meadowvale, although technically within the second tier, is remotest from the likely regional transit service side. Also, it is heavily affected by freeway noise along its two longest sides and by aircraft noise and hazard in the middle.

Thus, even if "compensated" for by cuts elsewhere in the western sector, neither the filling in of North Meadowvale nor the expansion of Brampton/Bramalea enhances the TCR concept.

With regard to the "hole in the doughnut" west of Malton Airport, two main considerations apply. The southerly 20 per cent of the area is now outside "composite noise rating" (CNR) aircraft noislands but is susceptible to redrawing of these contours to reflect a different future role for Malton (the newer "noise exposure forecast" (NEF) contours strongly reflect flight frequency). As for the balance of the urban system, while more population around Mississauga would reinforce the need and justification for a high-order pole, the population levels would be higher than are strictly needed and desirable to maintain such a pole. More employment would add to the already general excess in the Malton vicinity and to expensive conflicts between airport traffic and service-seeking, industrial worker and truck traffic.

At first sight somewhat in conflict with these issues, generated as they are largely by growth pressures in Peel, doubts have been expressed about Mississauga's ability to meet its proposed second-order hierarchical classification and its role as one of the key focal points or poles of the overall COLUC urban system. In his "Comments", Blumenfeld says: "It is very doubtful that Mississauga ever can, will (or should) be a 'major centre'. Geographically, and consequently functionally, it is in the same relation to Toronto as is most of Scarborough . . . Within Mississauga there are at present two centres, at Cooksville and at Port Credit, plus a concentration of some central functions at Malton airport; to these will be added a centre at Erin Mills. The dispersal of functions between those centres, combined with the easy access to Toronto, would appear to preclude the development of a major centre in Mississauga."

The population potential of the mid-corridor at maturity is quite adequate to sustain high-order functions, with advantages to local residents and Toronto alike, and consistent with one of the main TCR themes. When meshed with the premium transportation requirements of Malton airport access, the case for Mississauga's proposed role still appears very strong.

The reservations which have been expressed have to do with the feasibility of erecting a centre within the already committed structure of south Mississauga, and of securing transportation access to it of the necessary capacity, quality and reach, corresponding to its area of dominance. However, it is not strictly necessary that all of the higher-order functions be on one physical site, a literal "downtown". It could also take the form of a well-connected complex of separate sites. This arrangement is implied by the MSP designation of the Malton airport complex and the Mississauga city centre complex, acting together as one pole of the five-pole COLUC primary urban system, pooling requirements for business services, regional access and so on.



To sum up, the MSP would be significantly weakened by a neglect to focus the service and employment potentials of large midwestern corridor population allocations in a centre such as Mississauga. But the form of the central node or an equivalent cluster, which must serve as the functional hinge between COLUC, midwest and local urban systems, is negotiable and a challenge to public and private sectors alike.

Further west, a different kind of issue arises in the Regional Municipality of Halton, the product of the retention of old county boundaries for new regional municipalities. In this case, the problem lies in the fact that Halton would be split between the spheres of influence of major poles to the west (Hamilton) and east (Mississauga), lacking a centre of corresponding weight of its own. The working group carefully examined alternative hierarchical combinations of the ten COLUC urban places in Peel and Halton, and concluded that only Oakville could be substituted for Mississauga in a higher-order role, in theory at any rate. In practice it may be harder to sustain, and it carries the same political handicap as the Mississauga pole does, i.e., municipal boundaries would be crossed by lines of orientation. An alternative possibility is the concept of Oakville and Mississauga in some dual-harness combined role, each specializing in some way for the entire Peel-Halton market. This would call for highly innovative transportation concepts to make it workable at the upper level of population scale, and is a poor second choice to the single pole. However, to revert to indeterminate centres, or a plurality of lower-order centres by default, automatically would cause higher services and sophisticated employment to revert to Toronto, and to Hamilton in lesser degree. The concept would be weakened. Thus, the task force believes that the principle of a single strong pole in Mississauga should be retained.

The last significant issue in the western corridor relates to Hamilton-Wentworth, where the regional planning department forecasts higher populations than allowed for by the task force preferences. This is a technical difference which should not in fact be considered as a major issue. Hamilton has a special role in relation to its own large, extra-COLUC hinterland, which puts it in a position rather different from other COLUC urban places. In this case the allocations are in the nature of forecasts rather than preferences (which in the circumstances would be difficult and probably unrealistic to establish), and while the figures are lower than the regional planning department's forecasts, it would not be of concern to the task force if they were exceeded. However, the task force would prefer to see any such increase located in the well-equipped corridor between Hamilton and Toronto (e.g., in Burlington), rather than in the Grimsby corridor or the Brantford corridor, at Waterdown or on Hamilton Mountain, all of which eventually would call for special and perhaps costly transportation responses funded largely by the province.

## *York Region and The Yonge Street Corridor*

The key TCR doctrine applicable to the Regional Municipality of York and specifically the Yonge Street corridor (from Steeles Avenue to Newmarket) is that of limited growth, consistent with the principle that the main urban axis should be east-west, parallel to the lakeshore.

This was later quantified in the 1971 TCR Status Report population allocations, which were revised in 1973 to set a figure of 416,000 for the part of the Regional Municipality of York eventually to be served by the Central York Servicing Scheme, as the basis for the design of the CYSS. This figure originated in York's 1972 Submission on the Status Report, but in accepting it, the province did not endorse the proposed distribution among individual localities, which was left for later determination. Thus, 416,000 is the effective gross population ceiling for the area to be serviced by the CYSS, at least during its design life of some 50 years.

The mature state population preferences are not directly comparable with the 416,000 ceiling. However, they are generally consistent with it.

Here there is a conflict between municipal aspirations (and possibly the Housing Action Program) and the task force. Current development pressures and the immediate availability of land for development, reflected in York's 1972 submission on the TCR Status Report and in OHAP, point to the allocation of "surplus" population to Markham-Unionville, south Markham (Milliken) and Woodbridge. The task force would be opposed to such moves as tending to reinforce embryonic north-eastern and north-western corridors and bring about the diffusion of expenditures and services which the TCR concept is intended to avoid. As an alternative, the task force favours expansion of the Richmond Hill allocation, with a preference—if necessary—for Milliken over substantial increases in Markham-Unionville or Woodbridge.

The second major issue in York relates to the rate of population increase. There are two powerful arguments against short-term restraints on population growth in the Yonge Street corridor. One is, simply, the current housing situation and the pressing need to make available serviced land for residential development. For this, south central York, with the construction of the Central York Servicing Scheme, is obviously a prime candidate. The second argument is the economic one for making fullest use of the servicing scheme as soon as possible.

The task force accepts these arguments—though not without reservations—and concedes that the phasing preferences should not constrain short-term growth in the corridor, provided that the mature state preferences are not exceeded. However, two important caveats must be entered.

First, if the mature state level and the design capacity of the Central York Servicing Scheme are

reached within, say, 25 years, it will be enormously difficult if not impossible to freeze development at that level thereafter. This underlines the crucial need to permit and encourage the re-direction of growth eastward in order to relieve growth pressures northward. Further, it is imperative that all provincial programs, including transportation, piped services and land-use restraints, take account of the need to maintain a firm ceiling on development in the Yonge Street corridor at or near the maturity level. Such programs must be devised to maintain this limit, or at least, in the case of services and transportation, to avoid as far as possible encouraging growth beyond it.

Second, there is cause for concern over the ability of employment to keep pace with rapid population growth. The faster residential development occurs in the corridor, the greater the likelihood that corridor communities will be mere dormitory satellites of Toronto, with all that this implies in the way of transportation demand. On the other hand, to encourage rapid employment growth to match rapid residential growth (if indeed this could be done) would conflict directly with the requirements of the eastern corridor, as discussed below.

### *The Eastern Corridor*

Whereas the issues arising in the western and Yonge Street corridors mainly relate in one way or another to coping with growth pressures, in the eastern corridor (Regional Municipality of Durham) the chief issue is that of **encouraging** growth—particularly since it may be necessary to allow growth to take place in the western and northern corridors earlier than the COLUC phasing preferences.

If the TCR concept is to be achieved, the eastern corridor must be equipped with the infrastructure necessary to provide its own growth attraction and impetus as soon as possible. Thus heavy “front-end” investment is required, not as is usual, to meet demand, but in effect to create it. Furthermore, this investment will have to parallel the investments required to service the Yonge Street corridor. But provision of hardware infrastructure alone will not accomplish the desired mature state objectives. To enable the eastern corridor communities to attain their desired roles and to maintain a proper balance between resident population and employment, measures will be required to stimulate economic development matching the population growth fostered by hardware investments. In addition to encouraging manufacturing and industry, incentives must be directed at the service sector which will represent over 70 per cent of the employment growth, a significant portion of which is subject to public policy through location of government and quasi-government functions and establishments.

Accompanying these measures to encourage eastward development, matching measures to

control the pace of development to the north and west will be essential. The need for firm steps to maintain a ceiling on the Yonge Street corridor has already been discussed. But unrestrained growth to the maturity level between Toronto and Hamilton would also frustrate the eastern corridor policy. Rationing of growth to maintain a tight land market for both industrial and residential development in the west will help to deflect such development to the east. Yet such restraints appear to be directly opposed to current government policy, and specifically the Housing Action Program.

In view of the undoubted magnitude of the task involved in implementing the “go-east” policy, and the apparent conflict with current policies relating to housing, some members of the task force question the feasibility of the policy. Certainly it entails a large and sustained effort on the government’s part. This is dealt with further in chapter 3.

Paradoxically, to the extent that measures to encourage the shift of population and employment to the east are successful, a conflict with provincial regional development policies could result. It is in no way the objective of the COLUC task force to **encourage** the growth of the COLUC area; indeed, the TCR concept incorporates a policy of stimulating economic growth outside the Toronto commuting zone as a means of slowing the growth of the Toronto area. The corollary to this is that any economic growth generated in the eastern corridor ought to be diverted from elsewhere **in COLUC**. However, the provision of incentives might serve to attract industries from elsewhere in the province (including industries which would otherwise have located in areas requiring economic strengthening, specifically, Eastern Ontario). Any such incentives would therefore have to be devised, if possible, to be applicable only to industries requiring a metropolitan area location.

Conversely, development constraints west of Metro might divert some firms to, for example, Waterloo or London rather than to Oshawa. However, this is not necessarily undesirable.

It must be recognized that there appears to be an element of contradiction in coupling a **general** policy of “damping down” COLUC area growth with a policy of stimulating growth in part of COLUC. The apparent contradiction is resolved if it is recognized that continuing growth of the COLUC area as a whole is inevitable (though its pace can be affected) and that present TCR policy is aimed at **moderating and channelling** this growth, not at stopping it. The seeming contradiction is, however, real to the extent that restraints on development in the western and northern sectors are an essential complement to the “go-east” policy.

A further undesirable side effect which might result from a successful effort to encourage eastward growth is a tendency toward social and



economic segregation. Stringent rationing of development land would inevitably tend to raise residential land prices in the west, while programs to open up large areas for development are likely to keep prices much more moderate in the east. This could well lead to an undesirable social imbalance quite contrary to TCR policy—a COLUC with a well-to-do “west end” and a working-class “east end”. This danger should be averted by means of a program on the part of the Ministry of Housing to ensure economic balance in the housing supply in Peel and Halton, as OHAP is to some extent now attempting to do.

The final set of issues arising in the eastern corridor relate to the new community of North Pickering, specifically, to the objectives of making North Pickering an autonomous entity, to some extent self-sufficient within the overall urban complex, while at the same time keeping it subordinate in role and function to Oshawa. North Pickering will have the built-in advantage, as a competitor for both economic and residential growth, of offering a new, attractive, well-planned environment. Left to itself, North Pickering might well thus outstrip Oshawa. Therefore, integrated planning and the pacing of North Pickering’s growth relative to Oshawa’s will be essential. This responsibility must remain with the province for several reasons:

- i) the desired objectives are those of the province;
- ii) North Pickering is a provincial undertaking;
- iii) internal political factors in Durham might well distort broader planning considerations.

However, this raises the issue of the respective responsibilities of the province and the regional municipalities, which is discussed in chapter 3.

On the other hand, the degree to which North Pickering can avoid being a “suburb” of Toronto is uncertain. The same applies, of course, in some degree to all the proposed new communities. In fact, in the sense that all will be parts of a single urban complex, all will be “suburbs” of Toronto, the primate centre. The issue really is whether they can attain the degree of self-sufficiency in employment and services proposed in the MSP.

In North Pickering, the province is taking a new approach to total land-use planning. A range of different land-use concepts for the planning area has been developed by the North Pickering Project together with alternative phasings which can be used as optional end products in their own right. It is expected that further concepts will be developed through the public participation process. The implications of each concept will be identified by the North Pickering Project team for public discussion. The regional planning preferences are a major aspect of these implications. The province will bear the final responsibility for approval of the results of this planning process and for the creation of whatever statutory vehicle is appropriate to implement the plan for this area.

It is anticipated that the North Pickering planning and public participation processes will be completed in the spring of 1975.

### *COLUC and OHAP*

A serious housing shortage and rapidly increasing prices have led to the initiation of the Ontario Housing Action Program. OHAP is a short-term program whose objectives are to increase the supply of new dwellings and stabilize prices. This is being done in part by opening up to early development a large number of “housing action areas” (HAA’s). The HAA’s are not fixed, as new areas may be added and all require the approval of the municipalities concerned. However, at the time of writing the estimated total population capacity of the HAA’s in the COLUC area is about 1,100,000, equivalent to 15 years’ projected population growth. Table 3 compares the population capacities of the HAA’s with COLUC mature state and phasing figures for the regional municipalities and Metro Toronto.<sup>5</sup>

It is important to note that the figures are not directly comparable. The OHAP figures represent **area capacities**, not **population targets** related to specific dates; the OHAP population levels might be reached early, late or never. The COLUC figures, on the other hand, are **population level preferences**, which in turn apply to **general locations** and not to precisely defined areas. The discrepancies, therefore, do not represent as serious a divergence as might appear at first sight. It should also be noted that the HAA’s do not include all housing construction in COLUC; there are major housing efforts under way in Toronto, for example, which OHAP does not feel need assistance.

As can be seen in table 3, rapid development in certain HAA’s might well lead to population levels substantially exceeding COLUC phasing preferences. Since Cabinet has directed that OHAP is to be regarded as a priority program and is not to be inhibited by COLUC preferences, the possibility exists that a serious distortion of the distribution of population envisaged in this report could result, particularly in the short run (to 2001).<sup>6</sup> Thus, three alternatives are open to the government:

1. To review OHAP within a few years, and, if its objectives appear to have been met (i.e., if there is by that time an adequate supply of new housing and serviced land on the market), introduce growth restraints in the HAA’s.
2. To take early and effective action to stimulate growth **in accordance** with COLUC preferences, thus decreasing pressures in the HAA’s where rapid growth would be inconsistent with preferences.<sup>6</sup> (Ideally, alternatives 1 and 2 would be combined.)
3. To reconsider the original TCR concept and the COLUC preferences in relation to the effects of OHAP, and to revise the preferences, and if necessary the concept itself,



TABLE 3: COLUC and OHAP Population Allocations\* (000's)

Municipality	Pop. 1971	Total COLUC pop. preferences			Potential population OHAP areas <sup>**</sup>
		1986	2001	Maturity	
Hamilton-Wentworth	354	412	598	700	398
Halton	163	199	268	635	203
Peel	235	387	698	1,025	918
York	87	227	321	411	324
Durham	167	429	723	1,145	367
Toronto	2,086	2,475	2,651	2,714	2,162
TOTAL	3,092	4,129	5,260	6,630	4,372

\* Includes urban area populations only.  
\*\* Based on scenario A.  
\*\*\* Ministry of Housing objectives.

so that they will be consistent with the likely directions and impetus of development suggested by the Housing Action Areas.

<sup>1</sup>A fifth sub-region is identified, but not yet consistently defined. It appears in the report variously as centred on North Metro, and formed of the Regional Municipality of York north of Hwy 407.  
<sup>2</sup>The population figures shown in table 1 are the ceiling level mature populations. The threshold levels, the point at which the urban places have reached the minimum populations necessary to support their classes, are about 10 to 20 per cent below the ceiling levels.  
<sup>3</sup>This section deals only with issues relating to urban structure. Other issues are discussed in chapters 4 and 6.  
<sup>4</sup>North Oakville, North Burlington, Audley and Columbus. Audley will be somewhat affected by aircraft noise from the Pickering airport. Planning and large-scale development cannot therefore take place in any case until the incidence of noise impact is known.  
<sup>5</sup>The OHAP information became available to the task force only towards the end of its work, and therefore was not taken into account in determining the mature state and phasing population preferences.  
<sup>6</sup>It should be noted that OHAP is not likely, and is not intended, to accelerate gross population increase. Thus, population build-up in the HAA's will be drawn largely from other parts of COLUC.



### 3: IMPLEMENTATION STRATEGIES FOR URBAN AREAS

To place the proposed implementation strategy in perspective, it is important to remember some of the main objectives of the Toronto-Centred Region concept:

- to encourage some of the growth that would normally locate in Toronto to settle in the sub-regions of Zone 1 and in the growth areas of Zone 3.
- to diversify the economic base of those sub-regions which are dependent upon one or few industries.
- to provide a good mix of employment and other opportunities within the neighbouring sub-regions so as to minimize the amount of daily travel.

The implementation strategies presented in this chapter have been fashioned primarily to achieve these objectives, with a second priority being the achievement of rapid eastern growth in the Oshawa sub-region. As will be explained below, rapid eastern growth is not the sole prerequisite of the TCR concept.

The implementation strategies exploit the rapidly growing housing requirements and the hard and soft services requirements of housing as a lever to achieve decentralization of population. In addition, the implementation strategy attempts to tie employment growth to population growth.

#### The Magnitude of the Effort to 1986

While the earlier sections of this report have stressed the longer-term requirements and implications of the TCR concept, the focus of implementation has to be in identifying what needs to be done in the short term. Short-term decisions, however, must be made in the context of the longer-term target, so that the possibility of achieving the TCR concept is not lost, but rather is strengthened. For this reason, we present below the amounts of population and employment which will need to be achieved in each sub-region by 1986, using growth scenario A as a target. This growth strategy was chosen to ensure that the TCR concept is ultimately achieved and to realize the benefits as soon as possible. As implied by the introductory comments above, growth scenario B is designed to achieve the TCR concept also but follows a slow route which may be considered dangerously close to current trends and for that reason may be less successful. It is hoped that the results of the implementation strategy presented below will be an urban structure pattern lying somewhere between the two growth scenarios.

An analysis of employment by sector undertaken by the task force revealed that a large portion of employment serves local population and follows residential development, albeit somewhat de-

layed. It is estimated that, at the regional scale, about half of employment growth is a direct outcome of population growth. About one-fifth of the remaining employment is manufacturing which is tending to decentralize at present due to rising land values in Toronto. Service employment involved in airport activities is estimated to account for another five per cent which is location-sensitive through appropriate policies. This leaves approximately one-third of the employment growth that serves people both inside and outside the sub-region and that, until recently, has located in Toronto, largely in the central area. This latter group includes the service sector employment whose markets are larger than the sub-region (e.g., many provincial government services, a large portion of the financial and business sector, etc.)

Table 4 shows 1971 and the preferred 1986 population and employment numbers in each of the sub-regions, estimates of population-related employment in 1986, and the residual employment growth that will need to be directed to each of these sub-regions to achieve the preferred development pattern. The residual employment includes those sectors which serve markets larger than the respective sub-regions, e.g., most of the manufacturing sector, airport-related employment and specialized services. Also, the 1971 and 1986 activity rates—the ratio of jobs to people in each sub-region—are shown to obtain an appreciation of the relative state of balance of commuter trips in or out of a sub-region; a less-than-average activity rate means a greater proportion of the residents will work outside the sub-region.

The magnitude of the policy effort in terms of numbers of people and jobs which need to be diverted to each sub-region is discussed below.

#### *Hamilton Sub-Region*

Hamilton is unique among the COLUC Class 2 urban places in having by far the larger part of its tributary population lying well outside its boundary (three-quarters at maturity), while being somewhat confined for growth and connections. Currently, Hamilton experiences a less than average activity rate, indicating a need for diversification of employment to the service sector. The Hamilton sub-region population has been growing at an annual rate of 3.3 per cent over the past 10 years, compared to the COLUC annual average of 3 per cent. No difficulty is anticipated in achieving the population preference for the sub-region indicated in table 4; in fact, other projections, including scenario B and the forecasts from the land-use allocation models, anticipate a higher population growth rate. The estimated residual employment of 35,000 can likely be achieved through the creation of some 10,000 to 15,000 manufacturing jobs over the period, with the rest consisting of some 20,000 to 25,000 higher-order service jobs which will need



to be created. Considering Hamilton as a centre of a very large region stretching from Niagara to Kitchener/Waterloo, it is likely that the requisite amount of higher-order employment will be achieved with some assistance from the provincial government.

The provincial emphasis in the Hamilton sub-region should be as follows:

- (a) Diversify the economic base of Hamilton by encouraging the location of higher-order service functions to further enhance and broaden Hamilton's Class 2 role.
- (b) New growth in the Hamilton sub-region should be structured along existing and easily developed transportation routes within Hamilton and Burlington, in preference to development towards the south and east.
- (c) A higher growth rate is neither encouraged nor discouraged, unless other objectives are violated as discussed later in this section or in the following section.
- (d) Because the task force did not consider the position of Hamilton in relation to its region as comprehensively as would be desired, it is suggested that such a study be undertaken jointly by the province and the regional municipality to better establish Hamilton's regional economic role.

#### *Mississauga Sub-Region*

As indicated in table 4, the Mississauga sub-region has a surplus of labour force compared to employment, a large portion of which work in central Toronto. At the same time, many of the jobs in the Mississauga area are filled by workers who live in lower-income areas in Toronto. Thus, the labour force/employment imbalance is further complicated by a poor match of type of jobs.

As the recent annual growth rate of 7.5 per cent will attest, there should be no difficulty in achieving the population preferences indicated in table 4; rather, the problem will be to control residential growth to the population preference, while attracting the requisite number and mix of job opportunities to match the labour force.

The sub-region can expect to attract a good number of manufacturing jobs, as has been the recent trend. Along with this, moderate expansion of Malton Airport, prior to the opening of the second Toronto International Airport, will likely account for the residual employment of 33,000 indicated in the table.

The provincial objective in the Mississauga sub-region should be to ensure that housing growth does not outstrip the growth in numbers and appropriate types of jobs. The emphasis should be in the provision of housing to accommodate the needs of the employment in the sub-region—emphasis on low- and middle-income housing requirements, and the generation of higher-order service jobs to balance better the needs of the existing labour force. Provincial programs should

attempt to tie housing and job opportunities more closely together.

#### *North Sub-Region*

As indicated in table 4, many of the residents in the portion of the Regional Municipality of York north of the Parkway Belt work outside the region, primarily in Metro Toronto. Because of its proximity to Metro Toronto, there are very strong pressures for more residential development in York, which would further erode the balance between labour force and employment.

The following are the main reasons for discouraging growth in York:

- to preserve valuable natural resources;
- it is not located on a major east-west corridor, thus requiring the equipping of several north-south mini-corridors which would diminish investment and effectiveness in the east-west corridors;
- water and sewerage services are more costly than for places closer to Lake Ontario;
- York growth would tend to encourage centralization in Toronto.

The provincial posture on development in York is slow growth, with some inevitable growth allowed for north of the Parkway Belt, focused on Aurora/Newmarket. Any additional growth in southern York should be directed to the well-structured, diverse and highly accessible east-west corridor between Highways 401 and 407.

As transportation and piped services are required for the existing and committed growth, the province should provide these at a reasonable charge, so that the region need not pursue a rapid growth rate in order to spread hardware costs over more people.

#### *Metro Toronto*

The existing situation in Metro Toronto is characterized by large in-commuting to central Toronto from the remaining parts of COLUC, and large out-commuting from the boroughs, particularly Scarborough. By 1986, it is intended to increase employment substantially in the boroughs, particularly in Scarborough and to a lesser extent in North York, in order to slow the growth in commuting to the central area, the most costly area in COLUC to service with transportation.

Table 4 indicates that significant effort will be required to achieve the employment goals in Scarborough and to a lesser extent in North York. As Metro Toronto uses up its residential land and with the recent trend away from apartments to lower-density housing, the question of holding Toronto to an average population growth of 30,000 per year, compared to 50,000 per year recently, is less of a problem than the employment distribution.

The primary effort in Toronto should be to direct a large portion of the growth in higher-order em-

**TABLE 4: Population and Employment Effort to 1986 by Sub-region**

Sub-Region	1971 Pop. (000's)	1971 empl. (000's)	1971 Activity rate	1986 Preferred pop. (000's)	1986 Preferred empl. (000's)	1986* Activity rate	Pop. related empl. (000's)	Residual empl. (000's)
Hamilton	442	168	.38	522	233	.45	198	34
Mississauga	310	116	.37	476	210	.44	177	33
Metro—Toronto	817	551	.68	904	605	.67	582	23
—West	430	160	.37	515	222	.43	190	32
—North	522	198	.38	670	300	.45	251	49
—East	335	94	.28	490	222	.45	150	72
TOTAL TORONTO	2,104	1,003	.47	2,579	1,349	.52	1,173	176
Oshawa	167	63	.38	429	197	.46	158	39
North	69	19	.28	123	46	.37	39	7
COLUC Urban	3,092	1,369	.44	4,129	2,035	.49	1,745	289

\* The projected increase of activity rate from 1971 to 1986 reflects a relative increase in the percentage of the population in the age group 15-64, as well as a greater propensity for working females. The activity rate of 0.49 in 1986 is considered conservative compared to some forecasts.

ployment services to the Class 2 centre in north Metro and to the Class 3 centres in Scarborough, primarily, and in Etobicoke to a lesser extent. These employment services involve those business and service functions which are lower in rank than central Toronto's unique regional, provincial, national and international functions.

In addition, those manufacturing industries in the central area which wish to relocate should be encouraged to go to the boroughs, particularly Scarborough. This measure is contingent upon further study to determine whether these industries are an indispensable source of work for local residents. Central area land released by industrial relocation should be used for residential development.

*Oshawa Sub-Region*

Like Hamilton, the Oshawa sub-region has a low proportion of jobs to people, almost half the jobs being in the manufacturing sector. The residential development immediately east of Toronto in the Regional Municipality of Durham is a major contributing factor to the low activity rate.

The 1986 population and employment preferences for the Oshawa sub-region represent by far the greatest challenge of the TCR concept. To realize these targets, the growth rate over the period to 1986 must average 17,000 people per year, compared to 5,000 people per year in the period 1961 to 1971. Similarly, the employment growth rate must be increased threefold.

With the shortage of serviced land in Metro Toronto and positive housing programs in the Oshawa area, the population preference can probably be achieved. To attract the requisite numbers of jobs and to diversify the service sector, the province will need to develop measures to en-

sure that the Oshawa sub-region attracts the major portion of the airport-related jobs, in addition to attracting a good share of manufacturing employment. The shortfall between the employment preference and the population-related jobs is approximately 2,000 to 3,000 jobs per year, which need to be attracted. A good proportion of these jobs will need to be higher-order service jobs in order to sustain the preferred Class 2 role of Oshawa.

**Implementation Keyed to Housing**

It is suggested that the route to achieving the population and employment preferences is through policies which are keyed to satisfying COLUC's housing requirements. The following factors support this principle:

1. The projected housing demand and the rapidly depleting supply of residential land in Toronto afford an opportunity to control and direct new residential development.
2. A large portion of the requisite employment growth on a sub-regional scale is generated by and tied to population growth.
3. Since residential development generally requires central water supply and sewage treatment services, the location of residential development can be influenced.
4. Housing and related infrastructure need to be provided in any event regardless of the development pattern; as a result the preferred form of development can be achieved with little or no additional cost.

As a first priority, the implementation programs are keyed to housing and piped services programs. Policies to facilitate the construction of the second Toronto International Airport in North Pickering and to capture the development spin-off from this in the east are presented to help



achieve the targets east of Toronto. Finally, selective assistance from the senior governments in the improvement of local amenities and the location of their facilities in these sub-regions are other policy efforts that will help achieve the preferred population and employment distribution. These programs are summarized below:

1. **Provide Piped Servicing Capacity To Accommodate Population Preferences.** The water and sewage servicing capacities discussed later in this chapter should be provided so as to make available sufficient residential land to accommodate the preferred population targets in each sub-region and each urban place, well in advance of development. Particular emphasis should be placed on expanding the piped servicing capacities of the Oshawa/Whitby area and of the South Pickering/North Pickering area.

In keeping with the provincial policy of controlling development in York Region, the province should develop a user charging policy for the Central York Servicing Scheme such that it is not necessary for York to pursue a rapid build-up of development in order to recover the costs of this scheme.

2. **Housing Programs To Support Preferred Structure.** The OHAP programs should emphasize development in the designated growth areas, such as Oshawa/Whitby, while monitoring residential development in the Mississauga sub-region to ensure that the population growth does not outstrip the employment growth. A similar monitoring procedure should be pursued in York to ensure that population levels do not significantly exceed employment levels.

The Ministry of Housing should ensure that there is a satisfactory mix of housing opportunities in all sub-regions, ensuring for example that sufficient low- and middle-income housing is available in the Mississauga sub-region to meet the needs of this sector of the jobs in the Malton/Brampton area and middle- to high-income housing is available in Oshawa to attract the higher-order employment services that are required.

The program for the design and the construction of the North Pickering community should be accelerated to assist in meeting the housing requirements in the east, in capturing employment opportunities related to the proposed airport, and in attracting a wider range of general job opportunities to the eastern corridor.

The Ministry of Housing should develop procedures for facilitating the changes in rental and ownership of housing so that the labour force is more mobile and can follow economic development.

3. **Provide Strategic Transportation Linkages.** The strategic transportation linkages are needed to foster the preferred development of the growth areas, as described later in this

chapter. The provision of strategic linkages between the Class 1 and Class 2 centres should receive priority. These linkages require high-speed, frequent service throughout the day to afford high-quality access to specialized business and professional services located in the Class 1 and Class 2 centres and to provide access to service-seekers and service-dispensers both inside and outside the region.

4. **Provide Soft Services to Complement Housing.** The province should provide the necessary financial assistance to the municipalities which are prepared to accept the preferred housing targets in order to off-set the capital costs of providing these facilities at an accelerated rate. Depending upon the population growth rate, the province should consider providing extra financial assistance to municipalities during the period that employment growth lags behind the population growth to off-set loss of industrial taxes.

5. **Encourage Employment Structure To Match Population Distribution.** A central objective of TCR policy is the attainment of a distribution of employment which will match and keep pace with residential growth; will provide a wide-range of job opportunities in each sub-region; and will match the preferred roles and functions of the urban places. This implies somewhat different specific employment objectives in each sub-region, depending upon present circumstances and preferred roles and scales. This in turn implies selective use of different mixes of measures in different places, which is facilitated by the range of instruments available to the government. These include financial incentives, direct action such as the creation of industrial estates and the relocation of government operations, and, in the case of the eastern corridor, measures to capture economic spin-off from the new airport. The exact level and mix of effort in each situation cannot be determined at this time, and will, indeed, probably require experimentation and feedback. The success of such a program, however, is likely to depend less on the limits of feasibility than on the level of commitment which the government is prepared to make in achieving it.

6. **Province Declare Development Position.** The psychological impact of the province supporting a particular development objective is a very real factor in helping achieve this objective. For example, an overt commitment on the part of the province to "go east", expressed in terms of the necessary infrastructure and financial assistance programs, would most likely have the effect of attracting private investment to further support the objective. It is essential that the province take a firm position on the question of development in the whole of the lakeshore corridor as



soon as possible. Further, the province must do everything in its power to speed up the definition of plans in the area so that private, as well as public, investment can proceed with some assurances. In particular, the Parkway Belt both east and west of Metro needs to be delineated as soon as possible, as do the official plans of the regional municipalities. The first step in this direction would be the endorsement by the province of this report, or at least, identification of those portions of the concept that can be endorsed.

The following sections of this chapter discuss some of the programs mentioned above in more detail.

### **Measures to Achieve the Preferred Employment Distribution**

It was stated in the introduction of this chapter that a large portion of the total employment in a sub-region serves the local population, so that the effort is one of directing residential development to the preferred locations and facilitating the formation of the population-serving employment. The residual employment consists of manufacturing and wholesale employment and higher-order service functions which serve markets larger than the sub-region.

Such land intensive industries as manufacturing and wholesaling are tending to decentralize to lower-cost lands, so that the policy effort here should be to guide this decentralization to the appropriate growth areas. At the same time, the necessary measures should be taken to ensure that the existing manufacturing in the sub-regions is permitted to expand as necessary, so that job opportunities will not be lost.

There are some special employment activities which can help to meet residual employment in each of the sub-regions. For example, the location of the second Toronto International Airport in North Pickering will go a long way in helping to achieve the employment target in the Oshawa sub-region. Measures must be taken to ensure that these special activities are located to complement the preferred structure and their spin-off activities harnessed.

The remaining portion of the residual employment comprises largely higher-order service activities which serve markets larger than the sub-region. The capturing of the requisite numbers of these jobs in each of the sub-regions is the major policy effort.

Table 4 indicates that the residual between the preferred employment distribution and the population-related employment is about 30,000 to 40,000 jobs in most of the sub-regions and in the boroughs of Metro, Scarborough requiring almost 80,000 jobs by 1986. To achieve the preferred role for each of the sub-regions, the residual employment must have a large high-order service component, probably half to two-thirds of

the residual, with the remainder being manufacturing and wholesale employment. Policy effort, therefore, will be required throughout COLUC in order to complete the planned diversification and role-raising. Manufacturing contributes little in this direction.

The existing make-up and market forces differ in each of the sub-regions, so that the degree and type of policy effort will vary significantly. As stated above, the Hamilton, Mississauga and Oshawa sub-regions will need higher-order services. The market forces are such that the Oshawa sub-region will require more policy effort to obtain even the population preferences, related jobs and share of manufacturing, let alone the requisite numbers of higher-order services. The diversification of job types is also required in the boroughs of Metro, with major policy effort necessary to increase the numbers and the types of jobs in Scarborough.

Examples of policy measures to encourage the preferred distributions of numbers and types of jobs are presented below. These would be applicable to greater or lesser extents in each of the sub-regions depending on the existing situation and the prevailing market forces. The task force has not attempted, nor has anyone to our knowledge been able, to quantify the magnitude and type of policy effort required. This process will need to be learned and improved over time through experimentation and monitoring of the results. Fortunately many of the policy measures mentioned below are required through the normal process of development, and the effort is primarily one of accelerating the programs to minimize the amount of risk. The programs discussed here are the ones that should be initiated first. The higher-cost, more risky programs need to be examined more closely to ensure that the benefit of achieving success outweighs the cost of the program. For example, the cost of encouraging the decentralization of highest-order service activities may be greater than the cost of accommodating travel to a central Toronto location. Further investigation will be needed to determine the cost/benefit.

The policy measures have been categorized into two groups: those actions to be undertaken within the provincial government and those which the provincial government needs to encourage or support through appropriate assistance.

#### *Actions Needed Within Government*

Two distinct but related operations need to be carried out within the provincial government to identify, commission and coordinate provincial responses and initiatives influencing the distribution of employment.

One of these operations should be research-oriented, to:

- establish the facts and projections upon

which to base and continuously update operational plans for channelling economic development within COLUC according to stated policy objectives;

- evaluate plans, programs and proposed projects for conformity with regional economic objectives;
- monitor the region's economic performance, and propose adjustments to programs to meet the regional economic objectives.

The second operation, drawing strongly on the findings of the first, would:

- ensure development according to a schedule of packages of interlocking projects from various supply agencies, designed to channel or modify economic development;
- seek candidate economic activities fitting provincial specifications for key locations in the region;
- provide information on development opportunities, timetables for government projects, and various forms of assistance.

#### **Representative specific measures may be as follows:**

1. Finalize as quickly as possible provincial plans and imperatives in COLUC, including the urban structure preference, the Parkway Belt, transportation systems and programs, and programs of other provincial ministries.
2. Undertake research further to that done by the COLUC task force into the numbers and types of employment and service area population to support the preferred functional roles.
3. Investigate the types of economic activities which are tied to and can further promote the metals complex in Hamilton, the auto manufacturing complex in Oshawa and the proposed airport complex in North Pickering.
4. Establish project desks for each of the sub-regions and Toronto to monitor growth of population and jobs, both in magnitude and type. The project desks would also:
  - assist the Hamilton-Wentworth region in establishing Hamilton's role within its region, including investigation of the best location(s) for regional and sub-regional service functions;
  - promote new and diversified industry in the Oshawa sub-region;
  - ensure that the mix of new employment in Mississauga, particularly the Malton area, is compatible with the existing and new labour force of the region;
  - ensure that the spin-off industries and services attracted by the new Toronto International Airport in North Pickering are located in North Pickering and Oshawa and, as a second priority, in Scarborough, preferably in the belt between Highways 401 and 407;
  - examine businesses in central Toronto to determine what types of normal central

area growth might be diverted to the sub-regions;

- establish intermediate and long-term employment ceilings in central Toronto to be controlled through appropriate fiscal measures.

#### ***Actions Extending Beyond Government***

To begin to achieve the preferred employment pattern for COLUC the government needs to make a clear public statement about the intended course of future economic development, and to initiate a review of existing programs in the fields of direct government spending on projects or operations, of conditional assistance to municipalities and of incentives to industry and commerce.

##### **1. Public Statement**

The TCR concept adopted in 1970 by the government and affirmed in 1971 was not at all explicit in the matter of employment, except to introduce the notional objective of strong commercial sub-centres at well focused corridor locations.

The subsequent COLUC work has produced specific employment targets and quotas, some of which will not be achieved automatically. They require both government initiative and municipal and private responses.

Because of the time lag before the long-range plans of others can be fully aligned with the provincial imperatives concerning employment, it is essential that the government indicate firmly the new direction to be pursued as early as possible. This seems to call for a statement directed to the public, and the business world in particular. It might be advisable to first have tested the proposal with representative businessmen.

##### **2. Provincial Projects**

In the COLUC region, the province is obligated to spend large amounts in the direct provision of primary transportation facilities, water and sewer services, energy networks, housing, institutions and recreation. The manner in which major facilities are located, designed, staged, and operated will together influence the pattern of economic development and employment in particular. It is important that their effect be understood and used in a constructive manner, consistent with regional objectives.

##### **3. Incentives to Municipalities**

With the formation of powerful and efficient regional municipal government in COLUC, a great deal of the ability to direct and influence employment location lies with them. It remains for the province to ensure that accommodation is made in regional official plans for the kind and amount of employment called for by the provincial allocations, in areas served by the requisite linkages and other infrastructure. Particularly in view of the current trend towards a "no-



growth" climate of opinion, the regions may well become reluctant to make this kind of provision. In this case, the government will have to consider what intervention would be appropriate. This might take the form either of positive inducements or of the use of statutory powers of the province.

#### 4. Incentives to Business

In the final analysis, beyond the considerable impetus to employment which ought to be given by appropriately located government activities, it is the response by the private sector that will determine whether the employment targets are realized. It appears that the traditional financial incentives to industry are inappropriate in the COLUC situation. First, it is not manufacturing activity which will yield most candidate new jobs, but rather service activity. Second, direct financial assistance is perhaps too portable to be considered a firm locational asset. Third, the notion of direct assistance in favour of a generally prosperous area, for however useful a strategic purpose, is likely to be unacceptable.

Accordingly, emphasis will need to be laid on fostering broadly favourable social, environmental and economic conditions in the area where supplementary employment is required, which ought to prove attractive to businessmen (and their families), but will also yield benefits to the community at large. These conditions may be summarized briefly as follows:

- i) access to specialized business and professional services both locally and regionally.
- ii) access to clients and constituents.
- iii) a sufficiency of labour of requisite skills within reasonable commuting range.
- iv) an attractive community in which to work, live and do business.
- v) a favourable cost structure in respect of purchase or rental of land and buildings, municipal taxation, freight rates and service, prevailing labour rates and conditions.

The specific policy measures which the government should pursue on its own behalf and through the public, local and regional municipalities and the private sector are:

1. Provide the necessary water and sewerage servicing capacity and initiate housing programs in the preferred growth areas. These programs which are described elsewhere in this chapter include acceleration of the North Pickering Community Project, and the direction of the Ontario Housing Action Program and the Ontario Housing Corporation programs according to the preferred COLUC population phasing, with particular emphasis on the Oshawa sub-region.
2. Provide the strategic transportation linkages described later in this chapter to

encourage the preferred development patterns by creating the necessary accessibility to the specialized back-up services in Toronto and the markets in the sub-regions.

3. Support and protect the location of the second Toronto International Airport in North Pickering and capture the spin-off activities in the area east of Metro. This will require the designation of appropriate zoning for the airport proper and for the related activities such as air cargo services, commercial establishments such as hotels, etc. Further, the province should ensure provision of the necessary pipe and transportation infrastructure to serve the airport, with the transportation service favouring an eastern location for the spin-off activities. For example, the construction of the East Metro Freeway on the east side of the airport and the North Pickering Community would go some way in encouraging the location of the spin-off activities in the Oshawa sub-region. Of course, some of those activities serving both airports will prefer to locate between them; the province should encourage the location of these activities preferably in north Scarborough or North York, rather than in the west or even in central Toronto; an example might be the location of off-site passenger processing facilities.

4. The province should undertake an examination of all provincial ministries to determine to what extent these government activities can be decentralized to the designated growth areas. This will involve an analysis of the linkages of the government activities with the public and with specialized back-up services as described above. Those operations which are less dependent upon the remainder of the government for support services and on face-to-face contact with the public might be located in the outlying parts of the region, particularly in Oshawa. On the other hand, those requiring face-to-face contact might be located in Scarborough.

In the same vein the province should initiate discussion with the federal government to see to what extent their operations might be encouraged to support the preferred employment distribution.

5. In areas where diverse industrial growth is to be found, the government may find it helpful to prepare industrial estates for lease or sale to smaller industries. This could well include the buildings. A revolving fund to start would be required.
6. The province should provide technical and financial assistance to the municipalities through its existing, as well as new, provincial programs to improve the amenities of the sub-regions with the objective of attracting growth. The programs would include:
  - assistance to provide cultural facilities



such as are located in downtown Toronto and in Hamilton;

- social service programs, an example of which might be daycare centres, etc.;
  - assistance in the construction of new centres and refurbishing of existing centres (provide funds for location and design projects, for example);
  - accelerate proposed waterfront parks and recreation schemes;
  - provide higher education facilities.
7. Encourage the municipalities to institute higher-quality local transportation services to enhance the strategic regional linkages as well as to provide better access to the centres in the sub-regions.
  8. Take the necessary steps to protect the regional transportation access routes to the main centres of the sub-regions, through appropriate zoning or advance purchase if necessary.
  9. Facilitate the relocation of obsolescent industry through relocation programs and rezoning permissions to residential or commercial uses as an enticement to the owner to relocate.
  10. Facilitate and encourage the municipalities to provide sufficient industrial zoning in their official plans to attract space-extensive industries, or for the expansion of established industries in the sub-regions.

The task force believes that the policy measures listed above will achieve to a great extent the preferred distribution of employment. The degree of achievement of the preferred results is considered to relate primarily to the **degree of commitment** of the various levels of government to this effort rather than to the effectiveness of the individual programs.

## Transportation

"Transportation services can play a key role in determining the pattern and sequence of development of the region. During the planning stages, the function of each centre must be decided along with its relationship to all centres. At that point, a transportation system which will encourage the desired location, type and spatial arrangement of land uses and economic activities can be planned". So stated the Ministry of Transportation and Communications in a 1971 paper entitled "Transportation Policies for the Toronto-Centred Region".

The COLUC task force has refined TCR's urban structure and has defined the classifications of the urban places from the present through to maturity. With the recent emphasis on public transit and the more definitive statement of the MSP and its staging in terms of people and jobs, the COLUC task force has elaborated and updated the TCR transportation concept.

## Normal and Strategic Linkages

Person trips between urban places can be classified into two categories—normal and strategic. Normal linkages are those which do not affect the hierarchy of urban places; strategic linkages are those which will encourage and support the preferred roles of the urban places.

The normal linkage accommodates trips whose purpose does not have specific importance in structuring the hierarchy of urban places. These trips do not have high economic value in that they are not made for the purpose of buying or selling a product or service. The majority of all person trips are of the normal type—work trips, social trips, recreation trips and other non-hierarchical trips. Most of the peak period travel (e.g., rush hours, weekend exodus to cottage areas) consists of normal trips. Consequently the magnitude of normal trips generally determines the capacity of the transportation system. The main characteristic of normal linkages should be high capacity, with less emphasis on speed so as not to encourage excessive commuting. Normal linkages will have to be provided between all the urban places at maturity, high capacity being required particularly for the heavy work trip volumes into COLUC's five major poles.<sup>1</sup>

Strategic linkages accommodate those trips whose purpose is to obtain or provide goods and services. Strategic trips include business trips, shopping trips, trips by salesmen and other service dispensers, and school trips. They are generally spread throughout the day and thus are low in volume at any given time of day. Speed and convenience are the characteristics which should be emphasized in strategic linkages, rather than capacity.

Strategic linkages are fundamental in structuring and sustaining the urban system in the preferred hierarchical arrangement. If the major centres outside Toronto are quick and easy to reach, they can become competitive suppliers of high-order specialized services and so achieve their mature state classifications while at the same time helping to decongest the prime centre.

As a general rule, therefore, strategic linkages should be provided between urban places which are adjacent in the hierarchy. That is, all Class 3 centres should have strategic linkages to their Class 2 centre, and all Class 4 centres should be linked strategically to their Class 3 centre, and so on down the hierarchy. Direct strategic linkages between, say, a Class 5 and a Class 2 centre should be avoided so as not to "short-circuit" the hierarchical sequence and diminish the role of the intermediate urban places.

The business and service trips (strategic) generally are aligned along the same corridors as the work trips (normal) and do not add appreciably to the peak capacity requirements. The challenge will be to provide a transportation system that discriminates by trip function. That is, one that

provides frequent, high-speed connections for strategic trips, and convenient but lower-speed and higher-capacity linkages for normal trips. Discriminant pricing, scheduling and other devices, to which public transit lends itself more suitably than the automobile, will have to be applied so that the high-performance characteristics of the strategic linkages do not encourage more dormitory development and longer work trips to Toronto. Provision of the appropriate service is largely a matter of applying these controls and choosing the transportation technology that is sufficiently flexible to accommodate both normal and strategic linkages.

*The Transportation Concept*

Figure 9 presents a transportation concept in which normal and strategic linkages have been defined using the estimates of work, business and service trips corresponding to the mature state population and employment preferences. The linkages show transportation performance criteria schematically; they do not imply specific alignments, modes, or capacities. These characteristics will need to be determined in the preparation of 10-20 year transportation programs, bearing in mind the long-term concept.

(a) Western Corridor

Normal linkages will be required to accommodate work trips oriented to the major centres such as Hamilton, Mississauga, Malton and Brampton/Bramalea. These linkages will require high-capacity auto and public transit service in the corridors shown in figure 9.

The strategic linkages shown in figure 9 will also be needed between Toronto, Mississauga and Hamilton along the lakeshore, and a second-tier linkage from Toronto to Malton and on to Mississauga will be needed. Of a lower order of importance are the strategic linkages from Burlington to Hamilton and from North Oakville, Oakville and Brampton/Bramalea to Mississauga.

(b) Eastern Corridor

The normal linkages to accommodate work trips will focus primarily on central Toronto, Oshawa and North Pickering.

The strategic linkages would connect directly central Toronto and Oshawa, central Toronto and North Pickering/Airport, and Oshawa and North Pickering/Airport. The lower-order communities in the hierarchical sequence focused on Oshawa as the Class 2 centre of the sub-region would also be served by strategic linkages.

(c) Metropolitan Toronto

The normal linkages in Metro Toronto will be extensive. The strategic linkages will connect central Toronto with the Class 2 centre in north Metro, and the Class 3 centres in Scarborough and Etobicoke. A strategic linkage between the two second-tier poles—Mississauga/Malton and North Pickering/Airport—is also required.

The strategic linkages between Toronto and the Class 2 centres of Oshawa, north Metro, Mississauga and Hamilton should be high speed so that all these Class 2 centres are convenient in travel time to central Toronto. Although the distance to Oshawa from Toronto is more than twice the distance from central Toronto to north Metro, the travel time from Toronto to Oshawa must be similar to that from Toronto to north Metro so that higher-order activities dependent upon Toronto for back-up services would locate in Oshawa. Similarly, the time from North Pickering to Toronto should be comparable to that from North Pickering to Oshawa so that Oshawa will attract its share of airport-related activities.

To achieve this travel time standard, direct, end-to-end Toronto-Hamilton and Toronto-Oshawa transportation linkages would be required, such that Hamilton and Oshawa are approximately 30 to 40 minutes from downtown Toronto. Similarly, the lower-order centres should be connected conveniently to the Class 2 centres, rather than to Toronto, so that the role of the Class 2 centres is encouraged and central Toronto is decongested.

*Staging the Transportation Concept*

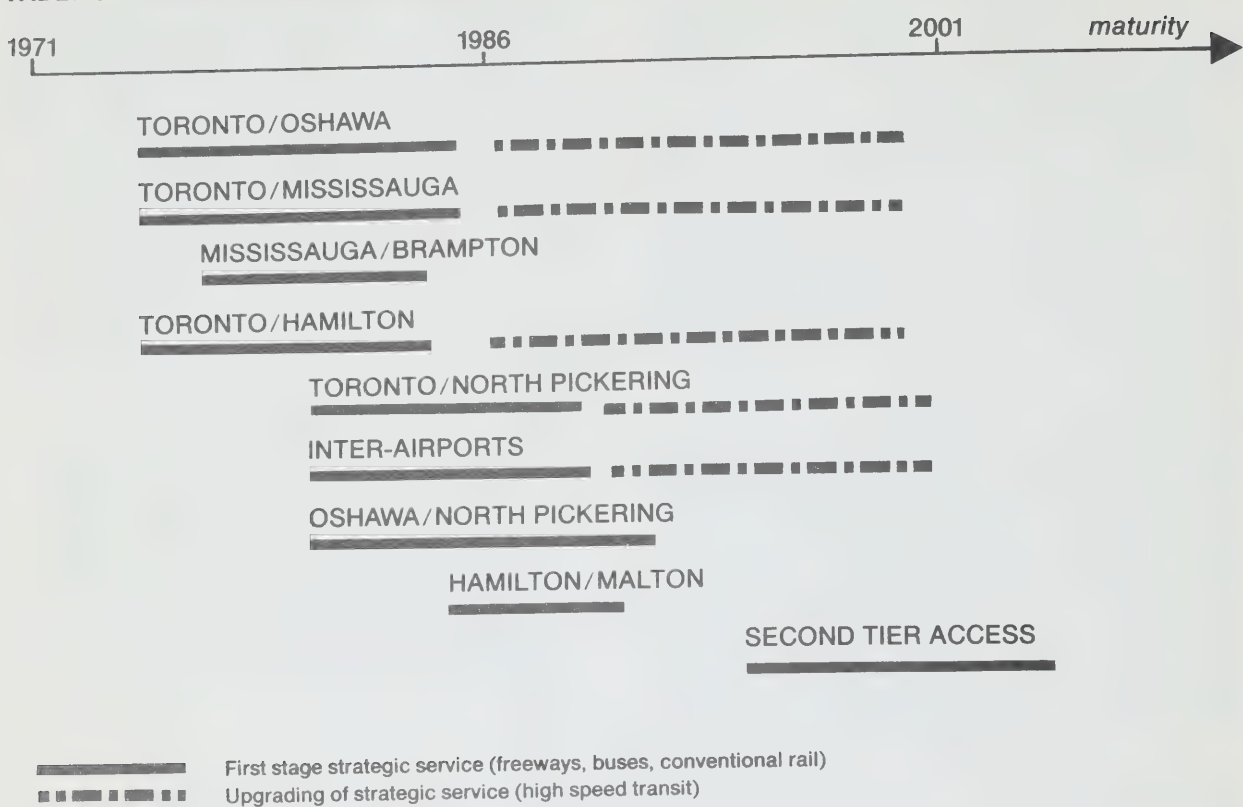
The general phasing of the transportation linkages is dictated by the time when the urban places they are serving are developed. Both normal and strategic linkages must be provided at the outset of development of an urban place so that the preferred travel patterns can be established as early as possible, and so that the effect of transportation to help structure the preferred development patterns can be given the greatest amount of time to work.

With the transportation concept for the mature state in mind, and the reasoning that the strategic linkages, as well as the normal linkages, should be in place at the outset of development, approximate staging of the strategic linkages was defined for the two growth scenarios, as shown in table 5. (For a description of the scenarios see "Phasing", chapter 2.)

Strategic linkages should be provided as soon as possible to the main poles of the region so that the respective Class 2 roles can be developed as early as possible. These linkages would be provided in conjunction with other provincial policy efforts to encourage appropriate numbers and types of people and employment opportunities to these urban places. Under either scenario, the **total** amount of transportation facilities to be provided in COLUC would be the same, both at maturity and at the phasing periods. The difference is that scenario A (accelerated growth to the east) would place a large proportion of that total, in the beginning, in the eastern corridor, whereas scenario B would have the preponderance placed in the western corridor.



TABLE 5: PREFERRED STAGING OF STRATEGIC TRANSPORTATION LINKAGES



Recognizing that time does not permit the construction of exotic new technology, nor does the expected initial travel demand justify it, the first stage of the strategic service would probably use existing technology—freeways, express buses and rail services. Table 5 indicates that beyond 1986 higher levels of travel demand and the availability of new technology would likely permit the upgrading of the strategic services to provide more frequent, higher-speed, direct service. The point to be appreciated here is that strategic services can be provided immediately at reasonably low cost and a low level of commitment, using existing technology. The decision to provide the higher-cost, higher-performance technology can be deferred until such time as the preferred urban structure is secured and the trip volumes justify such expenditure.

At this point the costs of providing the strategic linkages cannot be estimated. It is considered, however, that the additional cost of these linkages would be small in relation to the cost of the normal linkages, and that it would in any case be less than the cost of a transportation system that would continue the current trends of centralization of activities in Toronto. Further work is required to quantify these costs.

Piped Services

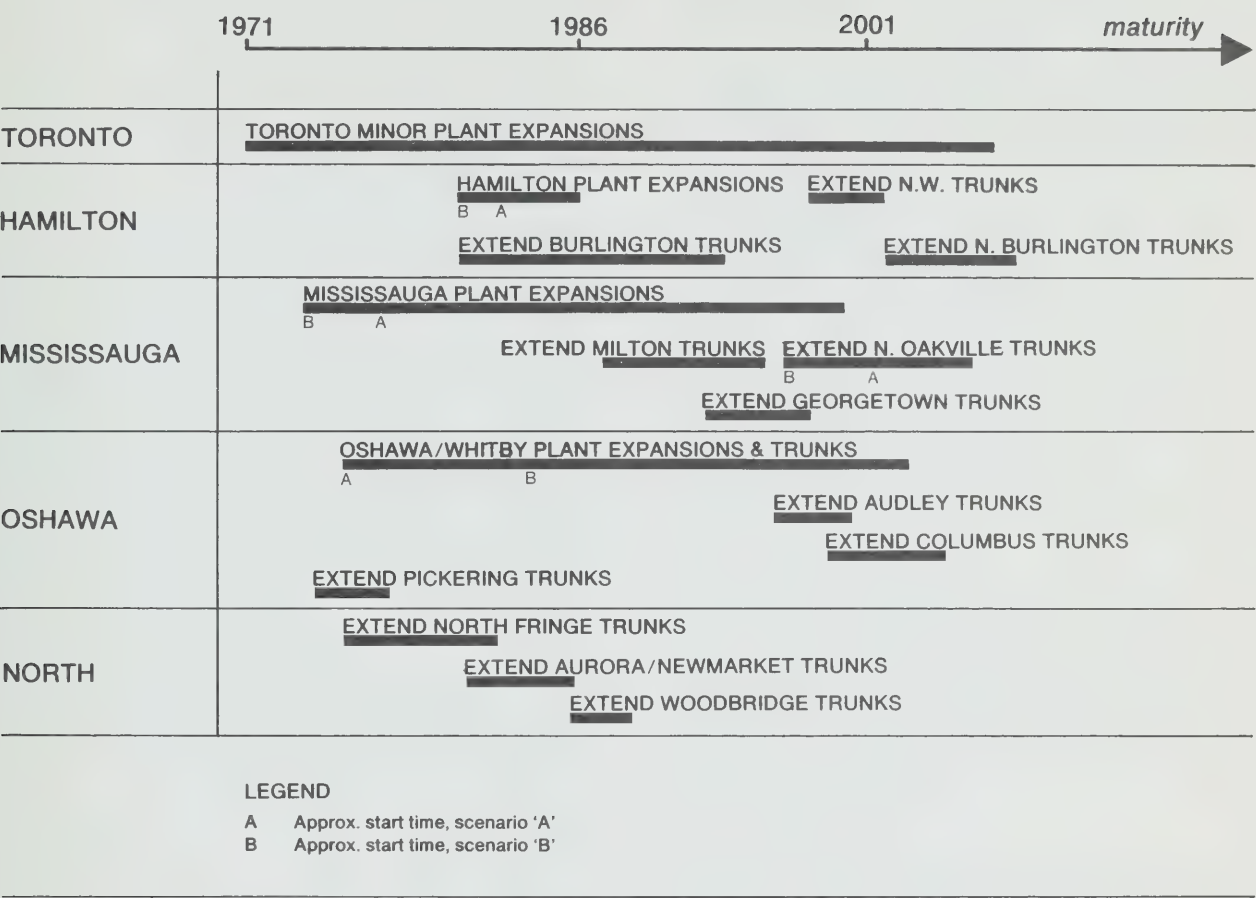
Constraints

An important aspect of all servicing in COLUC is lake-based facilities. The long-range plans reviewed here are nearly all premised on using water from the lake and returning treated sewage to it. The Ministry of Environment (MOE) has ascertained that streams in COLUC have not the flows required to receive sewage effluent from large-scale urban development. This, in conjunction with the ministry's interest in maintaining water quality in the province's streams, has led to the conclusion that no more upstream sewage plants should be built in COLUC and that existing ones must be phased out. MOE has ascertained also that urban water needs cannot be met by either the streams or ground water. All new major facilities for both water and sewage, therefore, will be based on Lake Ontario. In areas remote from Lake Ontario, such as Aurora/Newmarket, growth will be governed by ground water supplies.

Servicing and Development

The Ministry of the Environment, and the Ontario Water Resources Commission before it, have

TABLE 6: APPROXIMATE STAGING OF PIPED SERVICES



planned servicing schemes on long-range projections, taking into account population numbers and densities, and land use (residential, industrial, etc.). As pipes have a lifespan of 40 to 50 years, these projections are critical to servicing plans because pipes must be large enough to serve any development that occurs during their lifespan. The question that then arises is: if the capacity exists, how can pressures for premature development to the full capacity of the pipes be staved off? Effective land-use controls are obviously the best answer but servicing programs can assist in the staging nevertheless. The treatment plants need not be built initially with large enough capacity to accommodate ultimate development. Provided only that room for expansion is allowed on the site, a treatment plant can be expanded in stages to conform to the development levels desired at any given time. By and large, this is how MOE has designed major servicing schemes in the COLUC area. It is also the method used by the larger municipalities, e.g., Metro Toronto and Hamilton.

The other side of the development question is whether development can be encouraged and directed by servicing in advance of demand. This implies a change from the province's policy of

building only in response to demand to one of investing in advance servicing where accelerated development is considered desirable.

The population and employment allocations of the land-use forecasting models used by the COLUC task force suggested strongly that residential development is highly sensitive to the availability of serviced land. This may not necessarily be true of industrial development, however. Although serviced land is a necessary condition for attracting industrial development, it may not be compelling enough in itself; additional attractors may be needed. More investigation of this point needs to be done. The caveat here is that if serviced land attracts primarily residential development, COLUC's economic growth could be seriously distorted with the consequent costs involved in unbalanced development.

Phasing

Figure 10 shows schematically the existing and planned servicing in the COLUC area together with future possibilities. Since 1970, MOE has used TCR population projections and before that MTARTS projections. The ministry is, therefore, already pursuing policies and programs basically in line with the COLUC proposals.

The general phasing of water and sewerage services for the two growth scenarios is shown in table 6. Since both growth scenarios lead to the same situation at maturity, the total capital costs of servicing under either scenario would be about the same. Scenario A (accelerated growth to the east), however, would imply heavier expenditure in the short run, perhaps in the first five years.

An orderly progression of services from the lake inland would be the most logical strategy from a water supply and pollution control viewpoint because it implies efficient use of the system as it progresses. Therefore, the lakeshore centres would be serviced in the early years with the system being extended to the northern tier as development takes place. This process should be coupled with firm provincial-municipal planning controls. Otherwise problems may arise if some landowners prove unwilling to develop their holdings according to the orderly progression of servicing.

On the whole, there appear to be no major problems in implementing the mature state from a servicing point of view. A decision to service in advance as a method of directing development would require new financing policies to accelerate programs already underway or planned, or to speed up the choice and building of the schemes shown as future possibilities on figure 10.

The only significant conflict that arose between the mature state preferences and the servicing component was the population allocation to Aurora/Newmarket. The original mature population range was 75,000 to 150,000, which was levelled off at 75,000 on MOE's advice. This does not affect Aurora/Newmarket's role as a Class 3 centre since 75,000 is the minimum considered necessary to maintain the classification.

The process of providing services to COLUC centres should be looked upon as one of the supporting tools in the implementation of overall land-use planning policies.

### **Housing and Plans Administration**

It is the basic objective of the Ministry of Housing to ensure the supply of adequate housing at reasonable cost within a sound planning framework.<sup>2</sup> Four main programs are designed to ease cost pressures and to broaden the mix of types of new housing available. Of these, two are particularly relevant to the attainment of planning objectives for COLUC.

The Ontario Housing Action Program (OHAP), for which just under \$60 million has been allocated in fiscal 1974-75, has three main objectives:

1. to bring into housing production as quickly as possible significant amounts of serviced land that would not normally be developed until the late 1970's;
2. to increase rapidly, as a result of (1), the total supply of new housing;
3. to increase significantly the production of

new housing available to families of low and moderate income.

Initial efforts will be concentrated in Housing Action Areas located in urban centres where cost and supply pressures are greatest.

A number of Housing Action Areas are now being identified, in co-operation with local government officials, and specific production targets are being negotiated for each.

The second program is land assembly. The Ontario government has, for some years through the Ontario Housing Corporation, engaged directly in land assembly for the purpose of providing an orderly flow of land onto the market over the short- and long-term periods thus facilitating the province's housing programs, influencing community and land-use planning, and stabilizing lot prices. Raw land is acquired and developed into serviced lots, which are made available to builders on a 50-year lease basis. Making the land available on leasehold and constructing no-frill houses at moderate prices allows moderate-income consumers, under the H.O.M.E. Plan, to purchase accommodation with a low down-payment. During fiscal 1974, \$69.3 million had been allocated for land acquisition for H.O.M.E. These land holdings now exceed 20,000 acres, including the major assemblies of Malvern, Hamilton Mountain, Saltfleet, and Oakville.

Through its OHAP and land assembly programs, the Government of Ontario is in a position to affect very directly and very substantially the direction and rate of residential development in COLUC. On the other hand, the first priority of the Ministry of Housing at present is to increase the supply of housing, an imperative which may not always be consistent with long-range planning objectives because the location of immediately developable land does not necessarily match planning preferences.

Another area of responsibility of the Ministry of Housing is central to the realization of any provincial plan. Through the Plans Administration Division, regional and local official plans and plans of subdivision are approved. This is the necessary instrument for ensuring that provincial policies with respect to the location, scale and pace of development are observed. If COLUC preferences are translated into some form of policy plan, their effectiveness will be ensured (provided they do not conflict with other, overriding, policy imperatives) through the province's overview of official plans and subdivisions.

Given this general background, the position of the Ministry of Housing with respect to the implementation of the COLUC task force proposals is as follows.

Housing policies and programs are in the process of being formulated by the ministry and coordinated into a coherent plan of action that is feasible of implementation and capable of showing short-term effectiveness as well as having a



long-range impact on the cost and supply of housing. Such policies and programs will be largely dependent on considerably more serviced residential land being provided than is likely to be required within a given period of demand (until possibly five to ten years from now), in order to:

- a) reduce the market value of serviced residential land to the greatest extent possible;
- b) provide choice to the government, the private housing industry and the combined programs of both, in the selection of development sites (the location criteria of which may vary from project to project within a program).

A supply of serviced residential land exceeding the current requirements at any period should be provided by both:

- a) facilitating the evolution of the urban places of COLUC to include all lands which are:
  - i) within the feasible servicing capacity of existing or proposed water and sanitary sewer systems;
  - ii) not in essential conflict with established government policies or programs (such as the Parkway Belt or other government imperatives reflected specifically in the present report), subject where necessary to comparative priority rating;
  - iii) not in conflict with government policies or programs for which the case for a higher priority has already been determined;
- b) assisted by the density study commissioned in connection with the COLUC exercise, enforcing the development of available serviced land in such mixtures of housing types and at such residential densities as will:
  - i) establish the amount of land required for development within desirable land consumption limits without sacrificing potential housing unit production, i.e., extending the development period of available serviced residential land;
  - ii) encourage and support the production of adequate amounts and types of housing at appropriate cost for those households in the population who, for reasons of income, have little or no access to suitable housing in the conventional housing market but who may also be ineligible for public housing.

The policies and programs being formulated by the ministry would need to be analyzed mutually with the COLUC proposals when they become available; government housing decisions are meantime being driven on an interim basis by the shorter-term adopted policies embodied principally in OHAP.

### Social and Community Services

A fully serviced community is more than a collection of pipes and roads. The so-called soft serv-

ices are equally important, for it is these that give a community much of its character.

In the course of its work, the COLUC task force held discussions with the ministries and agencies responsible for community services. Items examined were health facilities, post-secondary education (including manpower training and employer needs), community facilities (including sport and cultural facilities, community centres, etc.), and government services. They were examined with a view to their effects in leading development instead of being provided in response to demand, as is usual. Discussions indicated that social and community services can be instrumental in raising the functional role of a centre, enhancing its attractiveness, and enlarging and widening job opportunities.

Past experience indicates that community and social services can reinforce development triggered by the availability of housing, jobs, transportation facilities and proximity to markets. Other things being equal, a centre with varied health services, educational opportunities, and cultural and recreational facilities will be a more attractive place to live than a centre with a lower level of such facilities. Likewise the existence of manpower training programs and day-care facilities, which contribute to the creation of a flexible labour force, plus services which contribute to employee contentment, can influence the locational decisions of industry.

The main impact of social and community services appears to be the improvement in the quality of life in **existing communities**. The development potential of the various soft services, moreover, is not uniform. Decentralization of government offices or the founding of a new university will have greater direct employment effects than the provision of a new museum.

Further quantitative analysis of the impact of social and community services as a **leader** of development is needed.

### Costs

Clearly, the foregoing sections imply expenditures of considerable magnitude on the part of the province, and to an extent, perhaps on the part of the regional municipalities. The task force discussed this question at some length, recognizing that it would be highly desirable to include in its report at least some indication of the possible level of cost entailed in implementing its recommendations. But it was concluded that even very general cost estimates that would be reasonably reliable could not be prepared (except in certain instances such as piped services) in the time available to the task force, and that "guess-timates" could be seriously misleading and were therefore undesirable.

Any cost estimates would in fact be misleading in that they would suggest, falsely, massive expenditures required exclusively to operationalize

the TCR concept. This is, of course, not the case. Implementation of the concept is much less a matter of spending additional money, than of how, where and when to spend money that would have to be spent anyway. This may well require a new approach to programming and budgeting, perhaps involving greater expenditures in the short run than would otherwise have been the case, but evening out, or even economizing, in the long run. For example, it may be necessary to invest in certain transportation facilities earlier than the demand would dictate, but the end result should be increased cost-effectiveness in the total transportation system.

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<sup>1</sup>Toronto, Hamilton, Oshawa, Mississauga/Malton North Pickering/Airport.

<sup>2</sup>**Housing Ontario/74**, Ministry of Housing Policy Statement, May 1974, p. 11.



## 4: AGRICULTURE, RESOURCES AND RECREATION

The magnitude of population growth in COLUC to maturity has serious implications for the rural resource base. The system capacity of six to eight million people implies an ever-increasing need for the resources and amenities provided by open space, while at the same time implying a shrinkage of the base.

It is not only the size of the urban places, however, that shrinks the base. It is, too, and perhaps even more importantly, the fragmentation of land ownership. Rural non-farm residential uses are rising at increasingly rapid rates with deleterious effects not only on agricultural production, but on aggregate production, timber production, recreational lands, water quality, and wildlife habitat.

There is a critical need for housing and transportation, but attention to meeting these needs must not obscure society's equally important need for food, clean water and air, outdoor recreation, and other open-space resources. These resources are endangered because of the impact of present urbanizing activities in rural areas. It is imperative that the province delineate a positive policy that protects, conserves, and where necessary improves and increases the products and amenities of the rural resource base. This policy must complement and be reciprocal to the urban structure policy, and must articulate priorities and trade-off guidelines. Without such a policy the quality of life in the whole of COLUC will suffer.

Although the May 1970 TCR document laid down development goals and focal points for development policy on open space, conservation, recreation, and agriculture, they were inadequate as an operational basis for programming at the line agency and regional municipal levels.

TCR sought to achieve an urban form that would:

- preserve the unique attributes of the regional landscape
- minimize the urban use of productive agricultural land
- minimize the pollution of water and the atmosphere
- develop in a manner consistent with the needs arising from social changes resulting from future economic and technological development (e.g., changing patterns of leisure).

These sentiments remain valid but without adequately quantified objectives and targets the formulation of operational policies and programs at the provincial and regional municipal level is inhibited. To improve this situation, reliable data are required on the demands and needs for goods and services that natural resources are and will be called upon to meet, and for data on the capacity of natural resources to absorb development and accommodate demands at acceptable performance levels.

Both provincial policies and provincially approved municipal official plans reflect an urban bias, exhibiting little concern for rural and resource priorities. "Agricultural" designations are often regarded as an impermanent holding category, mineral aggregate development is often ignored, constrained or locked up, and wildlife habitat and landscape amenity values are scarcely acknowledged.

The absence of mandatory provincial imperatives that would cut across more local concerns has resulted in an inconsistent patchwork approach to planning for natural resources. Clearly, there are provincial imperatives that transcend the boundaries of regional municipalities—prime agricultural lands and major upland areas, for example. The province must define and secure its overriding interests. Clearly, too, wherever there are potential conflicts over the allocation of provincially significant natural resources, the province must establish the priority and trade-off rules.

A serious impediment to the rational allocation and management of natural resources is the prevailing development philosophy that accords priority to immediate exigencies and demands, over the long-term societal needs for outdoor recreation, resource production, conservation and amenity. COLUC, like other urbanizing regions, exemplifies a fundamental conflict between the view of land as a **commodity**, to be sold by its owner to anyone for any purpose, and land as a **natural resource**, having attributes to be used in perpetuity.

The COLUC task force has delineated a spatial framework for the elaboration of strategies and policy and program guidelines. This takes the form of the modified grid system of open space, landscape, natural resource, and man-made elements shown on figure 11.

### Agriculture

The need to retain prime agricultural land for food production in COLUC cannot be considered in isolation from agriculture in the rest of Ontario, nor can it realistically be discussed without consideration of national and international food production needs. Due to the uncertainties about population growth, food and energy supplies, and weather patterns, Ontario cannot afford to gamble with the future and risk losing a significant proportion of its good agricultural land.

COLUC, with eight per cent of Ontario's improved farm land and eleven per cent of the Class 1 and 2 soils, has a significant food producing capability. The 900,000 acres<sup>1</sup> or so of producing land situated as it is in a favourable climatic zone, could, if brought to its fullest potential, produce sufficient food for about one million people at present levels of consumption. Any plans involving the sacrifice of thousands of

acres of such land must take into account the very real possibility of a world-wide food shortage within 30 years, a shortage which would pose a serious threat to Ontario's traditional sources of food imports. With a growing population, and with a declining land base, Ontario may have to import 60 percent of its food requirements by the year 2000.

The prices paid to farmers and the resulting farm incomes have been too low to allow agriculture to compete for land with the market forces generated by urbanization, development, investment and speculative interest. As land values stand at present, a farmer can get a much higher price for his land for urban or rural residential development, than he can if he sells it for agricultural purposes.

Present taxation and assessment practices are another factor in the loss of farmland. Developed land brings more revenue to the municipality than does farmland, so municipalities are not always anxious to protect agricultural land. Sometimes farmland that has a higher value due to its development potential is taxed at a rate higher than its value in farm use would imply. High taxes, high costs and relatively low income are serious disincentives to a farmer.

Some of the land sold out of agriculture is used immediately or almost immediately for urban development, but a very great deal of it lies idle for many years. Between 1966 and 1971 an average of 26,800 acres of improved land went out of production annually in the COLUC area. Yet by no means all of this was developed; much of it is lying idle and speculative. Also, much of it is well outside urban areas, beyond the likelihood of extensive urban development; the upward pressure on land prices extends far afield of the major urban concentrations.

If the Ontario government is to discourage the unwarranted use of prime agricultural land for other purposes and is to encourage the efficient use of land for food production, a system has to be devised whereby priorities in the use of agricultural land can be established and these priorities implemented in the operations of all governments—federal, provincial and municipal.

Although the May 1970 TCR document stated a policy of preserving prime agricultural land, no elaboration of issues or discussion of needed actions was offered. The COLUC task force has identified a number of rural issues in the area and this chapter contains some suggestions for positive rural policies and programs.

The most pressing agricultural issue is the scale of population envisaged in COLUC at maturity. COLUC cannot sustain a population of six to eight million people and a viable agriculture at the same time. Estimates resulting from work subsequent to May 1970 show that the two-tier urban spatial frame could consume an additional 200,000 acres of Class 1 and 2 land and seriously

affect another 100,000 acres. Smaller amounts of lower-class land would also be affected.

The scale of urban development is not only a matter of the size and number of urban places. Much farm acreage is lost every year in the severance-granting process. Recent figures show that for COLUC about as many lots are created every year by severance as by registered plan of subdivision. The consequence is fragmented holdings and, in the long run, stress on the servicing costs and social fabric of rural municipalities. Currently, lots created in the rural areas of COLUC account for between 3,000 and 4,000 acres annually. Gross acreage figures, however, do not reflect the effects of fragmentation—a myriad of incompatible land uses.

The combined impact of direct urban pressures and shadow effects could be so serious that agriculture could cease to exist as a viable industry within COLUC by the time the mature state is reached. What is at stake in the urbanization process is the potential to maintain and create large uninterrupted blocks of prime land in agricultural production and the prospect of minimizing the total length of the rural-urban interface. If present trends continue, TCR's Zone 2 objectives will be jeopardized and the prospects for continuing agriculture in COLUC will be in doubt.

### *Policy/Program Areas*

The task force identified three types of agricultural areas for the purposes of policies and programs. Each needs special measures to see that agriculture remains viable as long as possible in each, and in the case of the third, permanently. Agriculture in all these areas, however, would benefit if it were known at any given time just how much urban development was going to take place within a given time. With this knowledge, agriculture could plan realistically for its future.

#### **1. Inner Areas**

There is still a considerable amount of agricultural land within the first tier. Most of it is certain to be urbanized because of the growth momentum already present and because irrevocable urban development commitments have already been made. Figure 11 shows the inner boundary of these lands along the existing built-up areas; the outer boundaries are nominal only and final definition will depend on housing density and other development parameters. The outer boundaries, however, are drawn on the assumption that most of the population designated for the second tier could, in fact, be located in the first tier.

These areas require provincial policies that will secure an orderly urban advance with a reciprocal agricultural withdrawal. To effect this, the urban advance should be governed by the following:

1. All urban commitments should be confined at this time to the inner area, and no more made at this time to the second tier.



2. Urban development should be scheduled along a "hard" edge in a predetermined sequence, while at the same time allowing for enough housing land to create the necessary flexibility in the supply and demand forces.
3. Lands of poorer agricultural quality and those irrevocably committed to urban development should be developed first.
4. Speculative pressures need to be reduced; the land speculation tax included in this year's provincial budget may help accomplish this.
5. Stringent controls are needed on premature urban and rural residential development that might occur in advance of the main wave. This will mean taking a hard line on hamlet development, severances, rural "estate" subdivisions, and indiscriminate mixing of urban and farm elements. This is an area where comprehensive studies are needed on alternative development control policies.
6. A policy should be applied to urban development which would ensure that farm activities with severe environmental or nuisance effects are not prematurely restricted by urban development.

The agricultural withdrawal in the COLUC area, on the other hand should be governed by the following considerations:

1. All land with a high level of urban commitment should be conceded by agriculture.
2. Short-term and medium-term agricultural investment horizons should be identified. Some specialized types of farm operation may be feasible in the short term. For instance, intensive farming might be carried out on small or oddly-shaped lots, or these might be assembled into holdings of a viable scale.
3. A package of incentives and constraints is needed to effect the continued viability of farming in what will be essentially short-term operations.

Within the inner areas there are three locations of particular concern to agriculture. The first is the proposed airport at North Pickering. If this airport is not built, the land should revert to agriculture. Thought will need to be given, too, to the use of the noislands at Toronto International Airport (Malton). A firm commitment of this land to agricultural use pending **possible** long-term conversion to industrial uses would be compatible with COLUC preferences. The third area of concern is the Parkway Belt. Here, however, the Parkway Belt plan preparation group is developing agricultural policies and programs.

The commitment to farming in the inner areas will undoubtedly involve public cost, but against this must be set the benefits which, though less tangible, are substantial:

- a) reduction of premature urbanization;
- b) provision of landscape amenity;
- c) stability for farmers;
- d) food production close to large markets.

## 2. Four New Settlement Areas

These are the areas of North Burlington, North Oakville, Audley and Columbus in the second tier. As they are not to be built for many years, possibly not until after the year 2000, they need long-term agricultural policies of a custodial nature. Care must be taken to prevent premature urban and rural residential development. As long as no development is allowed to take place, the options will be open for another generation to assess the need for the second-tier communities and, in the meantime, farming will be a viable, stable operation.

## 3. Long-Term Agricultural Areas (TCR's Zone 2)

A firm, positive long-term agricultural strategy is required for lands of mainly prime agricultural quality lying beyond the urban places examined in the COLUC mature state preferences.<sup>2</sup> These are the lands within COLUC which will not be needed for major urban development within the foreseeable future. Their agricultural future is in jeopardy, however, because of urban-generated impacts and secular retrenchment trends discussed earlier.

The long-term strategic objective for these areas is to keep them in active food production. To be sure that the food-producing capabilities of this land still exist when critically needed by future generations, the conversion of prime lands to permanent non-agricultural uses must be curtailed now.

A responsible, though ambitious, target for agriculture in COLUC would require the maintenance of the existing ratio between COLUC food production and total provincial population for the duration of the MSP. This would ensure that the area does not become greatly more reliant on production elsewhere than it is today. The required production increases could be achieved by arresting the decline in improved acreage and by increasing production per acre. For example, the target for 1986 could be attained by an increase in improved area from the 1971 level of 873,000 acres to 925,000 acres, if this were accompanied by a 20 per cent increase in the production per acre.

Clearly, the province's first step in ensuring a viable agricultural industry is the designation of these lands as areas of agricultural priority for the foreseeable future. Designation will have to be reinforced by either a declaration of reserve (perhaps following the example of the British Columbia Land Commission) or a system of development control or similar measures.

In co-operation with the regional municipalities, the province will then need to establish provincial production and acreage targets and set out conditions governing the transfer of Class 1 and Class 2 lands to permanent non-farm uses.

To prevent the fragmentation of farmland and idle properties through consent and subdivision activities, the province may well have to assume direct control of the conversion, severance and subdivision processes. The demand for exurban and weekend homes may have to be deflected to towns and hamlets or to rural areas of lower-class soils, and the development rights ascribable to vacant lots of record may have to be rescinded or bought.

A favourable economic climate will need to be created to ensure continuity of agricultural production within COLUC. Under the recent cost-price relationships, farmers in general cannot obtain a reasonable investment return from farming with the land prices at the high levels paid by non-farm buyers.

For the semi-idle land, the government might consider selective purchase and sale-back or lease-back, possibly involving a government-sponsored land assembly program. It might also consider tax devices to coax idle land back into agriculture; e.g., an additional tax on speculative profit from idle land, shifting of the tax burden from farmers to owners of idle land, pegging farm tax to capability in agricultural use.

The most fruitful approach in an aggressive strategy for agriculture in the long-term areas, of course, will be through the implementation of federal and provincial programs that increase farm returns, reduce farm costs, and establish stability and a long-term investment horizon. To accomplish this, some existing programs will need to be strengthened and new programs will need to be implemented. Such programs might include:

1. production, marketing and credit programs;
2. farm extension services, dissemination of improved techniques, promotion of special uses that might enjoy a comparative locational advantage;
3. tax incentives (pegging farm tax to value in farm use, extending the existing Farm Tax Reduction program, foregoing capital gains tax on a once-in-a-lifetime gift to a farmer's child);
4. treatment of agricultural designations in official plans as a permanent, not a holding, category.

Policies and programs are needed also to avoid or ameliorate the various kinds of environmental impacts and social stresses that occur where rural farm, rural non-farm, and urban lifestyles are too closely juxtaposed. Regional municipalities might, for example, set aside large blocks of land for agriculture and ensure that new livestock and poultry enterprises are located at a reasonable distance from non-farm population centres. Also, restrictions on severances would serve to arrest further intrusions of non-farm people into the agricultural environment.

## Resources

The province has been active in the matter of policies to conserve natural resources and increase production as a number of recently articulated objectives demonstrate. Present provincial policy is to administer, protect and conserve public lands and waters, and to ensure with other agencies, through both participation and control, the co-ordinated uses of all lands and waters. It also intends to conserve and increase the production of the available supplies of minerals, timber, fish and furbearers. Moreover, a number of provincially significant natural resource areas now have provincial priority status.

### 1. Forest

The COLUC area has generally a high capacity to produce forest. Because of its climate, its growth rate is better than most of the province, and it can produce a variety of commercially and aesthetically important tree species not possible in most of the province. Wood from the COLUC area is required to support a large number of primary and secondary wood-using industries in or near the area, to provide employment and economic benefit to the area, and to ensure that commodities made from wood are available at prices people can afford. In recognition of the need for a continuing supply of wood, the Ministry of Natural Resources has set a production target of 9.1 million cunits annually by the year 2020, and there is some prospect that it will need to be larger. The proportion of this target which must be met in the COLUC area is 55,000 cunits annually.

In addition, forest or tree cover is needed to enhance the aesthetic appeal of the city and countryside, to provide the setting for a variety of recreation activity, to enhance fish and wildlife habitat, to provide farm shelter, and to provide protection for environmentally fragile areas.

In order to meet these needs approximately 500,000 acres, or one-quarter of the COLUC land area, must be in forest, an amount substantially larger than the present forested area, estimated at just under 300,000 acres. This will necessitate an expansion of the agreement forest scheme, even though land acquisition costs for this purpose may be very high. The bulk of the forest area in COLUC will be on privately owned land; this will necessitate an increase in assistance to farm woodland owners, in the form of woodland improvement agreements, and suitable taxation incentives. It will involve also a considerable program of rehabilitation of run-down stands, and a major reforestation program.

There are a number of places in COLUC where the land is not suitable for agriculture, because of low capability, or because of isolation from farm units, but is sufficiently good to warrant forest management, either for wood production, other reasons, or both.



These areas include the broad belt west of the Niagara Escarpment, much of the Oak Ridges Moraine, the valleys to the northeast, farm woodlots and shelterbelts, and the many stream valleys which should be partially or wholly reforested as part of a program of stream and valley rehabilitation.

## 2. Mineral Production

The COLUC area contains major deposits of mineral materials needed for construction. These are situated relatively close to the major urban areas where they are needed, a significant factor in an industry in which transportation is a major variable controlling the cost to the consumer.

Large deposits of sand and gravel occur in the Oak Ridges Moraine, and the Caledon hills, with lesser deposits occurring in certain other specific parts of the region. Dolomitic limestone, used largely for crushed stone, is found in very large quantities along the top of the Niagara Escarpment. Extensive deposits of the shale and clay used in the manufacture of brick and tile are found in such places as Toronto, Mississauga, Oakville and Burlington. Sandstone is found to a lesser extent, along the base of the escarpment.

Estimated reserves of sand and gravel in the Central Ontario Region are 10.3 billion tons, of which 14 per cent is within COLUC. Reserves of material for crushed stone are 83.3 billion tons of which half are within COLUC.

Mineral materials will be needed at an increasing rate by a growing COLUC: the per capita demand is likely to double over the next 30 years. Generally the resource is adequate to meet these needs. However, portions of the resource will be unavailable because of location in valley lands, in parks, along the escarpment, or elsewhere, where scenic or other environmental values need to be protected. Much of the resource is situated where there is a concentration of rural residences, causing conflicts that must be resolved. Finally, in areas where development is to take place over mineral deposits, there needs to be sequential planning to allow the deposits to be extracted and the sites rehabilitated prior to development.

Many problems concerning the availability of the resource arise from concern over loss of environmental values, and the degree of hazard and nuisance caused to people who live near an operation. While many of these problems cannot be completely removed, they are minimized by the provisions of The Pits and Quarries Act, which lays down guidelines for an operation, giving due recognition to environmental concerns, and requiring rehabilitation and after-use of the site. Official plans and zoning regulations must recognize the need for mineral extraction and should ensure that the operation, rehabilitation, and after-use of sites conforms to them.

Two measures would be helpful in ensuring that the benefits of this resource last as long as possible. One is a continuing effort to minimize wasteful consumption of the resource. The other is continuing investigation into the extent of the resource.

In summary, the continued availability of the resources is contingent to a large extent on people's willingness to accept temporary nuisance and site rehabilitation as part of the cost of the resource, and to accept the changes in landscape that take place between the original state and the depleted and rehabilitated site.

## 3. Recreation and Amenity

The unique pattern of landscape features in COLUC makes the area inherently attractive and enjoyable, and provides a potential for a wide range of outdoor recreation and amenity. Given availability of the resource for recreation use, proper utilization and management, the benefits that can be derived are high in terms of people's need for meaningful use of leisure time, providing an enjoyable urban and rural landscape, and imparting to people a growing awareness of their landscape and cultural heritage.

The need for these benefits is high; it is likely to increase an estimated fourfold by 1986. This will happen because of increases in population, in leisure time per capita, awareness of the outdoors, and the need for relief and contrast from the big-city environment.

The pressures on the land resource for recreation will therefore be great, and there will be a continuing need to take advantage of any opportunity to secure more land for this purpose. In view of the observation that approximately seven-eighths of outdoor recreation activity involves a one-day trip, usually within 30 miles of home, the bulk of the pressure generated by COLUC will be within the COLUC area, or immediately outside it.

In contrast with probable need, the per capita availability of day-use outdoor opportunities is presently much lower in COLUC than elsewhere in Ontario, and despite major efforts to secure new property for near-urban day use, this disparity will be difficult to rectify. Best estimates of day-use needs are that 135,000 acres, approximately 6.5 per cent of the COLUC land area, are required to meet 1986 needs, with higher acreages needed as the mature state develops. Land acquisition will be difficult because of the pressures generated by the growing population.

The land resource has a variety of features that offer recreation potential. Shorelines along the three main lakes and on the smaller inland lakes offer a range of shore and water opportunities. Marshes, to the extent that their fragility is protected, provide a major fish and wildlife potential. The many streams, along with their valleys, provide opportunities for developing the aesthetic

qualities of the area, for the management and enjoyment of fish and wildlife, and for various trail types of recreation. Upland non-agricultural areas are attractive aesthetically because of their relief, the commonly occurring mosaic of woodland and open areas, and in some places because of the presence of small lakes and streams. They are important areas for linear recreation, for travelling and viewing, for parks, camp grounds, for ski hills, and for the management of upland wildlife. The region is endowed with a series of physical and man-made features which may be used to make a hierarchical network of urban and rural corridors for linear recreation. These include the major lakeshores, the river valleys, the Niagara Escarpment, the Oak Ridges Moraine, the proposed Parkway Belt, and certain urban linear open space features. This linear system forms a network which crosses the entire region, and which provides a potential for meeting the growing need for a system of trails for hiking, biking, skiing, snowmobiling, riding, etc., which might integrate existing trails in the rural and urban areas into a comprehensive network. Many farms can provide a variety of outdoor recreation, while imparting to the visitor an appreciation of the outdoors and of agriculture, to the extent that this does not interfere with farm operation or privacy of the farm family. Historic and archeological sites, to the extent they are properly safeguarded and explained, add a further dimension.

Within the region a growing number of events have become fashionable which tend to attract large numbers of people, provide them with a pleasant or enriching experience, and which must be regarded as a significant contribution to the recreation resource, with a potential for easing somewhat the pressure on public park facilities. Urban-centred events include sports and cultural events both for spectators and participants. Ontario Place, Metro Caravan, Mariposa Festival are examples. Rural events are also important, and include fall fairs, tree farm tours, "cut-your-own" Christmas tree outings, maple syrup outings, and others.

Interpretive or outdoor education programs are conducted by some agencies to help increase peoples' awareness of their natural surroundings, and of how these surroundings relate to people. Programs of urban or rural beautification or enhancement are conducted by a number of municipalities. While not strictly a recreation feature, enhanced attractiveness would help to make the entire region more enjoyable. Such a program would include farm and urban areas. Many agencies are involved in providing recreation facilities. The parks operated by the province provide about a quarter of the day-use capacity, municipalities and conservation authorities 42 per cent and private enterprise 34 per cent. Fish and wildlife are to a very large extent recreational resources, but because of their special nature they are treated in separate sections.

#### 4. Fishery

The waters of COLUC constitute a varied habitat for fish, and have traditionally supported a productive and varied fish population. Throughout the region, fishing has been a significant component of recreation, on cold- and warm-water streams and on the small inland lakes. Also, the pastime of winter fishing, especially on Lake Simcoe, has become very popular. In addition the lakes, especially Lake Ontario, have supported a substantial commercial fishery.

The demand for fishing is likely to increase, in the same way as the demand for other recreational activities. The need for commercial fishing will persist, as a factor in employment and industry, and also for its contribution to the easing of possible future food shortages.

The level of opportunity has not to date kept pace with this need; on the contrary, the resource suffered badly for many years from a combination of factors, which include:

- a. degradation of water quality of many of the lakes and streams, due largely to placing sewage in them, and sedimentation due to construction and other disturbances near them.
- b. loss of vegetative cover, which has significantly altered their temperatures.
- c. damming of many streams, which physically restricts the migratory movement necessary to the life cycle of many species.
- d. over-fishing, or fishing in a manner that upsets the species composition of the fish population.
- e. introduction of predators, such as the sea-lamprey, which have seriously endangered important species.
- f. private ownership of land adjacent to water bodies, which tends to make them inaccessible for public recreation.

In summary, the fishery is vulnerable because the needs of the fish population often conflict with other uses of the waters.

A major effort is now being made to restore the fishery. MNR has set a target of doubling the supply of angler days from 2.4 million to 4.8 million (approximately two-thirds of the anticipated demand), and a substantial increase in the annual harvest of commercial fish to three million pounds.

Considerable efforts are now being made to rehabilitate water bodies, for environmental and recreational reasons, including a concern for the fishery. Lake Ontario has been the object of public effort and expenditure in Ontario and New York State. The streams in COLUC are regarded as important to the viability of the fishery, with five of them—Ganaraska, Wilmot, Duffin, Credit and Bronte—having special significance. A program of valley rehabilitation and management that would vegetate stream-banks would help to improve these streams.



The fishery program also includes considerable effort in the management of the fish population, including lamprey control, a hatchery and breeding program, and a supporting research effort.

Access to inland waters will be needed in order to make use of this part of the resource, and some headway is being made through agreement with landowners and acquisition of public fishing areas.

If the potential of the COLUC fishery is to be realized, efforts are required to minimize development along the various water bodies, which will jeopardize the water quality, the fish populations, or access to the water.

The potential of fishing as an outdoor pastime is illustrated by experience in a crowded country such as England, where sport fishing, largely on rehabilitated waters, has become one of the principal activities.

## 5. Wildlife

The land and water resource has the inherent capacity to support a wide variety of wildlife populations, including those with upland and wetland habitat, those which prefer a forest environment, and those requiring a pattern of wooded and open lands.

The hunting and viewing of wildlife has been traditionally an integral part of enjoyment of the outdoors, and there will be significantly increasing need for this, as part of the general increase in need for outdoor recreation experience.

Such opportunities are becoming more difficult as a result of changing habitat, increasing development, and the loss of key habitat sites, such as marshes.

In response to the observed and projected need, MNR has set itself a target of increasing significantly the numbers of user-days of viewing of wildlife, as well as a maintenance of hunting opportunities. This can be achieved through extension programs, agreements with landowners, acquisition and management of areas for wildlife and designation of areas. Opportunities can be provided in both an urban and rural setting.

A number of areas have been identified in COLUC as having special significance for the breeding, hunting, and viewing of wildlife. These include wetlands, which are especially important, and river valleys, farmlands, the Oak Ridges Moraine, and the Niagara Escarpment.

As far as possible, rural and urban development must safeguard as fully as possible the habitats for this important resource.

## 6. Environmental Protection Areas

Two categories of site which require protection have been designated in the Ministry of Natural Resources, and for both of these mapping and description is an on-going program. These are sensitive areas and hazard lands, and they have been designated for the purpose of discouraging development or other major disturbance.

Sensitive areas are sites that are significant from the standpoint of land-form, ecology or scenic or historic value, and are considered to be worth preserving for scientific or educational purposes, recreational interest, or because of the role they play in respect to fish and wildlife.

These should be safeguarded against irreparable damage, and should be duly recognized in the preparation of official plans. Many, though not all, are in valley areas, or along the Niagara Escarpment and Oak Ridges Moraine, or along lakeshores, and their continued existence may be safeguarded in a program which manages these areas as open space.

Hazard lands are those on which development should not occur, because the development itself is placed in some form of danger. These are flood plains, wetlands, steep slopes, and areas susceptible to heavy soil erosion. To a very large extent these are situated in river valleys.

## 7. Employment

The discussion presented here suggests strongly that increased intensity of land resource management is required to ensure that it continues to meet increasing needs of society. This suggests an increase in levels of employment in this sector.

Examples of increased employment would be in:

- a. Forest management, and the harvesting and processing of wood;
- b. Rural beautification;
- c. Urban and rural parks, where intensive management may be needed to ensure that facilities can withstand heavy use;
- d. Fish and wildlife management;
- e. Management, operation and rehabilitation of pits and quarries.

## 8. Summary

Much of the land in COLUC is rich and productive and the climate is kindly. As a result the area contributes significantly to the total provincial production in agriculture, forestry, fish and wildlife and should continue to do so. Beneath the surface of the land in the planning area are major deposits of aggregate minerals and stone, crucial to continued urban development. Along the shorelines and across the rolling landscape recreational opportunities for an urban-chained populace abound. These values of the land in the planning area—wood fibre, fish and wildlife production, recreation and aggregate production—must be recognized and protected because of their provincial importance as well as their importance to the area itself.

The threat to them is real. If population in the planning area is carelessly located, or if population levels are allowed to rise excessively, these values could be lost or seriously impaired. If land in the COLUC planning area is seen only as a platform for urbanization and industrialization, the loss to the province and the area will be a grievous one.

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<sup>1</sup>The total area of the COLUC region is approximately 2,000,000 acres.

<sup>2</sup>Prime lands for COLUC are considered to include Classes 1 and 2 in the Canada Land Inventory capability classification for agriculture, together with minor inclusions of poorer class lands in a complex pattern. Prime lands also include lands of high capability for individual specialized crops and lands now supporting a prospering farm economy.



## 5: RESPONSIBILITIES OF OTHER LEVELS OF GOVERNMENT

### Provincial and Regional Planning Responsibilities

The TCR concept, and this report, are based on the premise that there must be a comprehensive plan for an area that already displays a high level of physical and functional integration. Since this area includes six regional/metropolitan municipalities and nearly half the people of Ontario, the plan must almost by definition be a provincial plan. And this report demonstrates clearly that the measures required to make the plan effective—transportation, piped trunk services, housing programs, redirection of economic growth, protection of agricultural and natural resources, etc.—will very largely be provincial programs.

In these circumstances a question inevitably arises as to how much real planning responsibility Metro and the regions will retain. In keeping with the present provincial policy of delegating responsibilities to the regional municipalities wherever possible, the province should at the same time infringe on their authority as little as possible. Otherwise municipal autonomy will lose any reality and municipal government become a mere mask for provincial authority. It follows that provincial plans should not deal with matters which are primarily or wholly of local or regional concern; a legitimate **provincial**, or at least supra-regional, interest should be involved. Similarly, the implementation of such plans should be carried out in a way that respects regional/local conditions, concerns and preferences.

In producing the TCR concept and subsequently adopting it as government policy, the province acknowledged its responsibility for the general planning framework for the area as a whole. The establishment of the COLUC task force arose from the recognition that the concept needed elaboration in order to be effective in providing such a framework—that is, a more precise provincial “structure plan”. But the evolution from concept to structure plan should not go too far. The structure plan should express provincial policies (dealing with, for example, housing, and the preservation of natural resources) and should give enough information and guidance to enable the municipal governments (and the line ministries) to do their own planning in an integrated context, but it should not constrain them unnecessarily in doing so. By way of illustration, the structure plan should include:

- the maximum limits of urban growth, as set by, for example, the Parkway Belt, the Niagara Escarpment, and agricultural preservation policies, leaving municipal governments, if they choose, to define tighter urban areas within these limits;
- COLUC-wide population quotas and phasing

of growth, allowing for flexibility in short-term growth rates of individual localities within sub-regions;

- general roles and major service functions, but not details of internal structure and land use;
- major transportation corridors and terminals, including especially provision for the protection of strategic routes and nodes, leaving exact locations and alignments to be worked out between the province and the local governments;
- in housing, the general “mix” of accommodation expected of each regional municipality in order to secure a desirable COLUC-wide housing distribution, leaving allocations within regions to be determined by the regional and area municipal governments.

The provincial structure plan should specify clearly the provincial imperatives, as indicated in this report, which must be respected in a particular regional municipality: for example, the Parkway Belt, the protection of significant natural features or areas, the general location of new urban places and the scale and pace of their growth in population and employment. But within these constraints the local governments should be allowed full scope in determining the form and direction of urban growth.

Just as a provincial structure plan must provide a sufficiently detailed framework to which regional governments can relate, so too must regional official plans provide adequate guidance for the development of local official plans, secondary plans, zoning by-laws, etc., at the local level. As a provincial requirement there is an obvious need for some consistency between regional plans, at least in terms of **scope and scale**, which recognizes

- (a) regional responsibilities to detail the structure plan, and
- (b) the differing resource availability and capability at the local municipal level to interpret regional plans and refine them in the articulation of local plans, zoning by-laws, etc.

Without provincial guidance, regional municipalities are likely to adopt individual and widely varying approaches to their regional plans, which are important implementing tools for the provincial plan. To that extent, the province must establish those elements of provincial concern to which regional official plans must address themselves (e.g., housing policies and programs, health and social services programs and policies, capital improvement programming, meaningful agricultural policies, etc.). Although some flexibility in approach to the structuring of regional plans is essential and should be encouraged (e.g., to reflect the physical, social and economic differences between regions and the different levels of expertise available within their local municipalities), those elements and the refinement of issues which are basic to achieving provincial objectives need explicit recognition; only in this man-

ner can there be some assurance that regional plans will ultimately mesh and, collectively, deal with issues and priorities identified at the provincial level.

Therefore, the Plans Administration Division of the Ministry of Housing should monitor the various approaches by regional municipalities to the structuring of their regional official plans, and provide guidance on the following:

- (a) Provincial policies and imperatives (as expressed in the TCR concept, in a provincial structure plan, or otherwise) which the regions' official plans must respect.
- (b) The minimum scope and scale (content) of regional official plans as a prerequisite to provincial approval.
- (c) Formats of regional plans which are acceptable, with a view to achieving some consistency at least across the COLUC regional municipalities.

In summary, it is the view of the task force that there must be a fair and rational allocation of planning responsibilities in COLUC as between the province, the regional municipalities, and the local municipalities; and that, as between the first two at least, this allocation cannot be based on some general formula or set of numerical standards but must be based on an explicit identification of provincial concerns and imperatives in each area.

Although consideration of this subject would go beyond both its terms of reference and its competence, the task force also draws attention to the need to examine municipal financial resources in relation to the responsibilities and obligations so defined.

### **The Federal Role**

Although the Government of Canada has no responsibility for planning, as such, at the regional level, its policies and activities can have a very great impact on the course of development in COLUC. The new Toronto International Airport is an obvious illustration. Because the federal government does not have this kind of responsibility, but does have in many respects the ability to ignore provincial plans, there is a very real danger that federal actions may undermine or disrupt such plans. An example is the initiation of a commuter rail service between Toronto and Barrie, which conflicts with the TCR concept by encouraging the development of dormitory communities in the Regional Municipality of York. This precedent gives cause for concern, especially in view of the recent suggestion by the Prime Minister of Canada of new financial assistance for public transportation. The task force is not arguing against federal encouragement of public transportation in principle, but wishes to point out emphatically that the indiscriminate application of the principle could effectively frustrate provincial intentions.

Another example of the potential for federal impact on the structure of COLUC is the Canadian Forces Base Downsview. Its size and strategic location make the disposition of Downsview, if and when it is given up by the Department of National Defence, of key significance to the entire COLUC area. A lack of concern for provincial and regional interests in such a case could have extremely damaging results.

On the other hand, if the Government of Canada is prepared to concert its efforts to support the plans of the Government of Ontario, it can do much to assist in bringing them to fruition. Federal policies and programs in, for example, transportation (including rail and water), housing and new communities, as well as the use of federal properties, if applied discriminately within a provincial planning framework, could be a very valuable implementation tool. It is to be hoped that the Ministry of State for Urban Affairs will exercise its co-ordinating role to ensure that this is done.

Other federal responsibilities may have a fundamental effect, not so much on the future form of COLUC, but on its very nature and scale. Economic policy is an obvious example, but we draw particular attention to immigration policy as likely to be the key factor, in the long run, in determining how big the COLUC population gets and how quickly. Since detailed discussion of these questions would be going far beyond the terms of reference of the task force, however, we confine ourselves to drawing attention to their central importance.



## 6: EVALUATION AND CONCLUSIONS

In a report on a subject as important as the long-range planning of the Central Ontario Lakeshore Urban Complex, we would be remiss if we did not conclude with some reflections on the substance of the report itself, on its significance to the Government of Ontario, and on the future of the "COLUC plan". This final chapter, therefore, examines the basic assumption of the report—the need to accommodate a much larger population in COLUC; discusses the methodological approach used; points out certain important implications of the report; and, finally, asks: where do we go from here?

### People: How Many? Where?

Of all the issues raised by the COLUC project undoubtedly the most fundamental—and the most productive of debate within the task force—is that of the sheer magnitude of the urban area implied by the mature state.

For reasoned consideration of this issue it is essential that the nature and genesis of the mature state be properly understood.

COLUC figures—people or acres—are not to be viewed in some way as a "goal" to be "attained" but only a measure of the capacity of the complex to hold people: as such the figures are neutral. Let us place these figures in perspective. The TCR concept embodies certain key features which are now government policy, including:

- a two-tier system of communities in the COLUC area;
- a commitment to support economic activity to the east of Metro Toronto in order to strengthen a relatively weak eastern COLUC flank;
- an urban system which features variety and diversity in the sizes and functions of the various components of the urban system.

These, and other features of the TCR concept, can be applied in various mixes with different component weights. If these policies are applied in a certain way (as in the MSP for example), a certain range of population—the "system capacity"—will result, but this is not an objective in itself. The figures used here to indicate a range of maturity are the **result** of policy and not the **cause**.

What, then, is the system capacity?

The process followed by the task force leads to the conclusion that the **minimum** population at maturity needed to support a fully articulated and varied urban system is about six million. On the other hand, since even the higher seven million "maturity population" could leave substantial unused residential capacity in some urban places, depending on density levels, the **maximum** population at maturity could be over eight million without destroying the urban system concept. We can, therefore, think of a system capacity range

of from six million to eight million (including rural areas) in very approximate terms.

The question obviously arises: what happens once the system capacity is reached? Assuming that COLUC were to continue to grow, several alternatives might be contemplated: major expansion of the Yonge Street corridor; addition of a third east-west tier of communities; creation of large inland satellite communities; and so on. But such a decision would be entirely premature for a long time yet. It should be made many years hence, when (and if) the need is certain, and when the pros and cons of the various alternatives are clearer than is possible now.

But even an order of magnitude of six to eight million has given rise to concern for a number of reasons. The principal ones are that it is socially undesirable; that it implies a continuing heavy concentration of economic activity and prosperity in one small part of the province; that it would place far too heavy a demand on outdoor recreation and mineral aggregate resources; and that it would involve the absorption of other valuable natural resources, notably agricultural land.

It should be noted that there are really two related but distinct factors involved here: **population** and **urbanized area**. The first three concerns relate mainly to the former, the fourth to the latter.

Without implying any defense of the system population capacity as a desirable "target" per se it must be said that the assumption that it is socially "bad" is very much open to question. This belief appears to rest largely on an assumed correlation between city size and social ills. This correlation is simplistic and misleading because it ignores a host of historical, political and social factors unrelated, or at least not causally related, to city size. To give only one example, concentrations of poverty are found in big cities, not because big cities cause poverty, but because big cities offer jobs and other resources and opportunities to poor people. Keeping cities small (if it could be done) would not eliminate poverty. Also, the notion that big cities are socially undesirable neglects a number of important advantages, notably the range of opportunities—in employment, in education, in entertainment, in lifestyle, to name only a few—which they offer to their residents. The underlying aim of the TCR concept, indeed, is to maintain and even enhance precisely this diversity and range of opportunity while so structuring the urban complex as to avoid the less attractive characteristics of the typical North American metropolitan area.

Nevertheless, on other grounds there is legitimate cause for viewing a population concentration of six to eight million with some alarm. What level might then be acceptable? The present population of the area is about 3.5 million. At a rough estimate, growth to between four and 4.5 million would be necessary merely to round out (or use up in an economic sense) capacity in

partly-developed communities. For all practical purposes—economic and temporal—this must be regarded as an irreducible minimum.

Professor Blumenfeld, on reviewing the population data, has suggested that it may in fact be unnecessary to allow for a very much larger population than this. Based on declining fertility rates, Blumenfeld predicts a 2001 population level of 34 million for Canada and a levelling off at about 40 million. He assumes that 13.5 per cent of the former and 15 per cent of the latter will be in COLUC, giving an estimated COLUC population range of 4.5 to 5.1 million in 2001 and 5.4 to six million at maturity. If he is right, there need be much less concern about the ultimate size of COLUC's population. One should not, however, be too optimistic. While the commonest fallacy in forecasting is to assume the indefinite continuation of the current trend—in this case, urban population growth—the certainty of enormous worldwide population pressure makes it unwise to count on restraining immigration to the levels implied by Blumenfeld's figures.

The full set of COLUC ranges can, therefore, be stated. The present population is 3.5 million. The irreducible minimum is four to 4.5 million. There is some prospect—a possibility but not to be relied on—of a "natural" levelling off at a level between 5.5 and six million. The urban system at capacity is somewhere between six and eight million.

Residential land requirement studies commissioned during the project have enabled the task force to determine the impact of population growth in terms of actual land consumption, depending on gross residential densities. Different housing density assumptions lead to wide variations in **residential** land consumption, but when all other urban uses are taken into account, the significance of housing densities becomes substantially smaller in relation to total acreage of urbanization. Nevertheless, the total difference is not unimportant. For example, if it is assumed that the average cost of family-type accommodation, and average family income, will both rise at the same rate (i.e., housing costs constant relative to income), leading to development at relatively low densities, over 140,000 acres of new land will be needed for residential use by 2001, compared with 55,000 to 60,000 on the (more likely) assumption of relatively increasing housing costs and increasing average densities. This points to an inevitable conflict between a policy of holding down housing costs and densities, and a policy of preserving agricultural land.

What are the planning options above the four to 4.5 million threshold?

- i) Hold COLUC to a ceiling of approximately 4.5 million.
- ii) Continue to permit growth on a pragmatic, short-term accretive basis—up to some predetermined limit (5, 6, 7, 8 million?).

- iii) Reduce the planned size of some of the constituent communities and fix on, say, six million.

- iv) Combination of ii) and iii).

The first two options are inconsistent with present provincial government policy. In addition i) implies, among other things, aggressive provincial policies and programs with regard to the preservation of "green" areas. (This will be true ultimately of any limited-growth policy.) The last two options would be more consistent with TCR policy by permitting a diversity of scale and function, thus largely enabling the basic structural concept to be maintained. A number of alternatives would still be available within this "stripped down" version of the concept. The most "satisfactory" policy package could only be determined through an iterative political and technical testing process which has not been possible within the time constraints of the COLUC project.

If there are serious concerns (provincially and regionally) about the sheer mass and volume of mature-state COLUC, it would seem reasonable, as suggested in chapter 2, to treat some of the second-tier communities as reserves for future choices for urban development rather than committed urban areas. While not necessarily departing from the original concept of the TCR, phasing for selected second-tier communities could be so staged as to leave open the real option of non-urbanization far into the future. This applies equally to substantial parts of some first-tier communities (representing the difference between maturity and capacity levels) where policy choices could be treated in a similar manner and pose similar questions.

It is to be understood that, if large tracts within the COLUC area now designated for eventual urbanization may not be urbanized in the foreseeable future, the implications for a large number of provincial and municipal programs would have to be explored. For example, it may be necessary (as well as desirable) to develop a program of government-sponsored farming in several second-tier community sites in order to retain the land in productive uses.

Such policy modifications may make it possible to impose a population limit for COLUC well below system capacity. The implications of such a course, however, must not be minimized. The existing infrastructure and economic momentum of the COLUC area enables it to absorb large numbers of people relatively easily and economically—although at a real and growing environmental and social cost. It is impossible, with present techniques, to establish when in time and where in costs the intersection of the two shifting curves will dictate a steady state. If it is predetermined that COLUC should be limited to five or 5.5 million, the province and a number of municipalities will soon be faced with the massive task of accommodating people elsewhere—not in the thousands, but in many hundreds of thousands.



Policy “interference” with existing population trends is a gigantic task, but should not be ruled out on that basis. A redirection of population growth away from COLUC may provide real—but not cost-free—opportunities for other parts of Ontario, particularly the southeast and mid-north. While acknowledging these opportunities, however, the enormous difficulty must be appreciated. Policies of containing the growth of large metropolitan areas have generally been notably unsuccessful, while the diversion of people and jobs on a large scale to economically unattractive areas can be accomplished only with very heavy public expenditures. This question goes beyond the terms of the COLUC exercise. Any significant revision of the COLUC mature-state plan, or of the original TCR concept itself, will have to be undertaken in a very broad geographical context and be embodied in an overall regional strategy for southern Ontario at the minimum. The implementation of such broad regional policies will take decades to effect. In the interim, COLUC will grow—there is no alternative.

### **The Task Force Approach: Is It Reasonable and Practical?**

Population growth prospects are obviously fundamental to COLUC planning, but in addition to the uncertainties on this score the work of the task force has been challenged on other fronts. One count is that it pays insufficient attention to the “facts of life”—the realities and exigencies of present circumstances (we return to this question below). Another is that the thinking on which the TCR concept was based is already becoming out of date due to major changes in public and political attitudes and concerns. For example, in 1970 the notion that “growth is good”—or at least inevitable—still prevailed; in 1974 it is increasingly disputed. The 1970 preoccupation with achieving orderly urban development now takes second place to concern over housing costs on the one hand and the loss of agricultural lands on the other.

In large measure these charges are dealt with (though not necessarily refuted) in this report. Nevertheless, they do pose legitimate questions about the approach taken by the task force. Did it try to plan too far ahead? Did it make too many, and too important, assumptions? Did it allow sufficiently for new conditions and new circumstances? Is it practical?

Generalizing rather dangerously, there are two basic approaches to planning, which may be called, respectively, pragmatic and conceptual. The pragmatic approach confines itself to a short time horizon. It is highly responsive and adaptive to new circumstances. It concentrates on easing and modifying, rather than basically altering, the course of growth and change. The conceptual approach attempts to envisage, at least in general terms, a more or less distant future state considered preferable to the results of trends (or

of pragmatic planning), and to direct change toward that state. Still generalizing, conceptual planning is riskier than pragmatic planning (because conditions and premises may change drastically before its end is attained, and because the stakes are high); it may involve high investment in the short term; and it may never reach its goal. But the potential benefits (if hard to quantify) are very great.

By definition the TCR concept is a product of the latter approach. Since—it must again be emphasized—the job of the COLUC task force was to refine the TCR concept, it was committed to this approach.

Within this constraint, the task force could still have been somewhat more pragmatic. It could have confined itself to “filling up the bathtub”—determining the flow of growth within TCR’s physical framework more or less in accordance with trends and pressures. Apart from the fact that this would not have fulfilled the terms of reference set for the task force, the result would have fallen far short of TCR aims and aspirations. The result would have been no more than a typically amorphous North American metropolitan area, geographically arranged to achieve some economies in the provision of physical services. The goal of creating a series of distinct, partly self-sufficient, varied communities, efficiently linked and integrated by high-performance transportation, would have been lost. To achieve it, the assignment of preferred roles, functions and levels of population and employment—a unique and pioneering venture in the planning of metropolitan regions—was indispensable.<sup>1</sup>

Whether this was carried to too high a level of abstraction, or used faulty assumptions or methodology, is more debatable. Here admittedly there is room for criticism, some of which has already been offered. In defense, it can fairly be said that the task was enormous, given the time and resources available. Given additional material, revisions can, and should, be incorporated as part of what must necessarily be a continuing process of review and refinement. Whether such methodological improvements lead to any really significant changes in the structure remains to be seen.

At the very least, the approach adopted by the task force has produced an integrated model of the COLUC area. This in itself is a most important accomplishment. With the functional relationships of the major elements in the total mature system defined, together with the associated quantities, it becomes possible for the first time to assess properly the effect on the system of a major change in any element. (At present this could be done only in a rather general way, but it is possible to envisage a more refined model suitable for computer use.) The COLUC project thus enables modifications and alternatives to the preferred urban structure and linkages to be

tested and compared systematically and consistently.

The final question raised at the beginning of this section is the touchstone of any plan: is it practical?

This is really two questions. The first is: will it really achieve advantageous results? The answer can be a confident "yes", but it is much less easy to define the gains with exactness and almost impossible to quantify them. The virtues of the mature state are most easily seen in terms of what it would offer to a typical family if it is fully achieved. Within the COLUC urban system, such a family could choose (subject, of course, to income constraints) from among a wide variety of living environments, from inner Metro through large to smaller communities. Whichever it chose, it would be living in a distinctive urban entity offering locally (the range depending on the size of the community) a choice of housing, jobs, shopping, entertainment, educational and cultural opportunities and so on. At the same time, the family would have ready access by public transportation to the facilities and services both of central Toronto and of the other communities in the system, and to a network of recreation areas within and beyond the urban complex. It would, in other words, enjoy in large measure the advantages both of the "big city" and of the medium or small town. And not least, it would not have to pay excessively onerous taxes for the services needed to make such a system work.

The second question is: is it achievable? It must be said candidly that some members of the task force doubt it. They see the strong commitment needed to realize the "go-east" policy, to restrain excessive westward and northward growth in the face of heavy current pressures, to maintain balance and design in the development of the system as a whole and of its constituent communities, to make the heavy "front-end" investments that may be needed to create the necessary transportation system. They see also the occurrences since 1970 that have weakened the TCR concept already. Their scepticism is understandable. There is also the related, and quite legitimate, argument that immediate housing needs as well as the specific needs and aspirations of individual regions or localities must be respected—by implication, even at the price of reducing the prospect of eventually achieving the TCR concept.

In the circumstances, one cannot confidently give an unqualified "yes" to the question of feasibility. But it is possible to say "yes—given a high degree of political commitment, determination and consistency". With this, the high aims of the TCR concept can still be achieved; without it, they certainly cannot.

### **What Does COLUC Mean to the Government?**

This is an important enough point to warrant some elaboration.

The Toronto-Centred Region concept, as originally set out in May, 1970 and even after it had been elaborated in some respects in the following year, was so general that important issues arising from it tended to be blurred. The further consequence of its imprecision was difficulty in ascertaining the congruence with the concept of later government actions and programs. In fact, since 1970 the provincial government has embarked on a number of undertakings which in retrospect are not supportive of the concept or whose compatibility with it is, to some extent at least, open to question. These include, for example, the Central York Servicing Scheme, the Housing Action Program, the Georgetown GO service, new municipal boundaries and even (to the extent that a site further east might have been preferable in TCR terms) the new community of North Pickering. To this list could be added the federally-sponsored Barrie commuter rail service. At the same time it must be said that in four years little has been done to give substance to the "go-east" policy, except to the extent that North Pickering—still in the planning stage—does so.

It may be the most important accomplishment of the COLUC task force to have clearly illuminated these conflicts and others, actual and potential. In chapters 2 and 4 we have identified a number of issues now current or likely to arise in the near future. It must be clearly understood that if all or most of these issues are resolved in favour of short-term pragmatic planning or the particular needs of the moment, the prospect of implementing the TCR concept will diminish to the vanishing point. Long-range conceptual planning demands political vision and commitment. It requires a determination to resist all but the most exigent of day-to-day demands where they conflict with the concept. It cannot tolerate ad hoc decision-making. This is the political investment which must be made to secure long-term returns.

We stress the need for a real commitment to the concept because without it the present nominal allegiance to TCR policy is a mere—and increasingly flimsy—pretense that in the interests of all concerned would better be dispensed with. The Government of Ontario is in fact now faced with a major decision: To reaffirm the TCR policy, or to abandon it.

If the decision is to adhere to the TCR, it must be realized that this implies several courses of action, none of them easy. It means embarking on a serious program of implementation, as outlined in chapter 3. It means maintaining restraints on development that will not be popular and may appear to conflict—though not necessarily doing so in fact—with the need to open up land for housing. It means accepting the need for government to operate in ways quite different from the traditional ones, notably in using "front-end loaded" investment in transportation and other services



to direct and shape urban growth instead of providing such services only in response to demand.

The alternative course of action is to start again, to produce a new plan for the COLUC area which will take account of events since 1970, including changes in public attitudes and values. The task force states no preference for either course, except to point out that to maintain the shadow of TCR policy without the substance provided by a serious commitment to it would be getting the worst of both worlds.

We point out, however, that the new plan option would still require a decision to be made between the pragmatic and the conceptual approach; and the latter course—a new “TCR concept”—while permitting a fresh start, would still require a firm commitment to support and realize it.

### What Happens Next?

In this final section we consider what may follow the presentation of this report to the Advisory Committee on Urban and Regional Planning.

It is pertinent to recall at this point that the COLUC project is no more than a continuation of a planning process going back over ten years. It was intended only to bring the TCR concept to a level of detail that would enable it to be used in a practical way by line ministries and by local governments. It is a technical operation representing, in effect, the third major stage in a process which will, and should, continue indefinitely.

At the outset it was thought that the task force's report could be used immediately as a simple technical document, to supply data required by the line ministries. In the event, its prospects seem rather different, for three reasons:

1. The report identifies a number of issues, some quite fundamental, which will clearly have to be resolved at the policy level before the “numbers” can be used with confidence;
2. The project has already attracted political attention and a clear indication that Cabinet sanction will be required before the report can have any status at all;
3. There has been a public commitment by the Treasurer that the COLUC report will be subjected to public scrutiny before any decisions are made as a result of it.

The Advisory Committee may wish to attach recommendations to the task force report. Thereafter, the report appears, as it should be, to be destined for prolonged scrutiny in at least three political forums:

1. Cabinet and the Legislature;
2. between the province and the regional municipalities, and
3. with the general public.<sup>2</sup>

Through this process, the various issues which have been identified should be resolved. Once this has been done, a reassembly and reassess-

ment will be essential. At that point, and that point only, can a determination be made whether the TCR concept can continue to be pursued or whether a fresh start will have to be made.

If the policy issues can be resolved within the general TCR/COLUC framework, so that the present report can be adapted as necessary, the next question will relate to the formal status of the document. It could:

- a) be treated simply as a technical staff document without formal status, but used nevertheless to co-ordinate the plans and programs of the various ministries, and as a guide for municipalities;
- b) be translated into a draft plan under **The Planning and Development Act**;
- c) be formally adopted as government policy, as was the parent TCR concept.

Whatever course of events may follow the submission of this report to the Advisory Committee, planning for the COLUC area must continue, building not only on the work of the COLUC task force but on such projects as the Metropolitan Toronto Transportation Plan Review, whose work has paralleled that of the task force and is in large measure complementary to it.

The COLUC task force has been a notable and successful venture in both interministerial and provincial-municipal collaboration. While planning for COLUC must continue to be viewed as an integral part of the province's overall regional planning program, conferring a central role of leadership and coordination on the Ministry of Treasury, Economics and Intergovernmental Affairs, it is crucial that this collaboration be continued and extended to bring about closer integration of related programs sponsored by both provincial and municipal governments. All ministries of the provincial government as well as the regional municipalities must remain partners in this process, and in regional planning generally if it is to be successful—regardless of the concepts chosen to be followed or the course of current decision-making.

<sup>1</sup> In a number of cases these allocations are inconsistent with Housing Action Area capacities, or municipal aspirations, or zoning capacities. This is a problem for political resolution, but does not invalidate the technique.

<sup>2</sup> In preparing the COLUC report, the Parkway Belt West was taken as given. Since the Parkway Belt is an integral part of the TCR concept, defining and separating the various communities making up the total urban system, the COLUC report should provide essential background material for the Parkway Belt West hearings. This will enable the Parkway Belt to be seen and considered in its proper context.

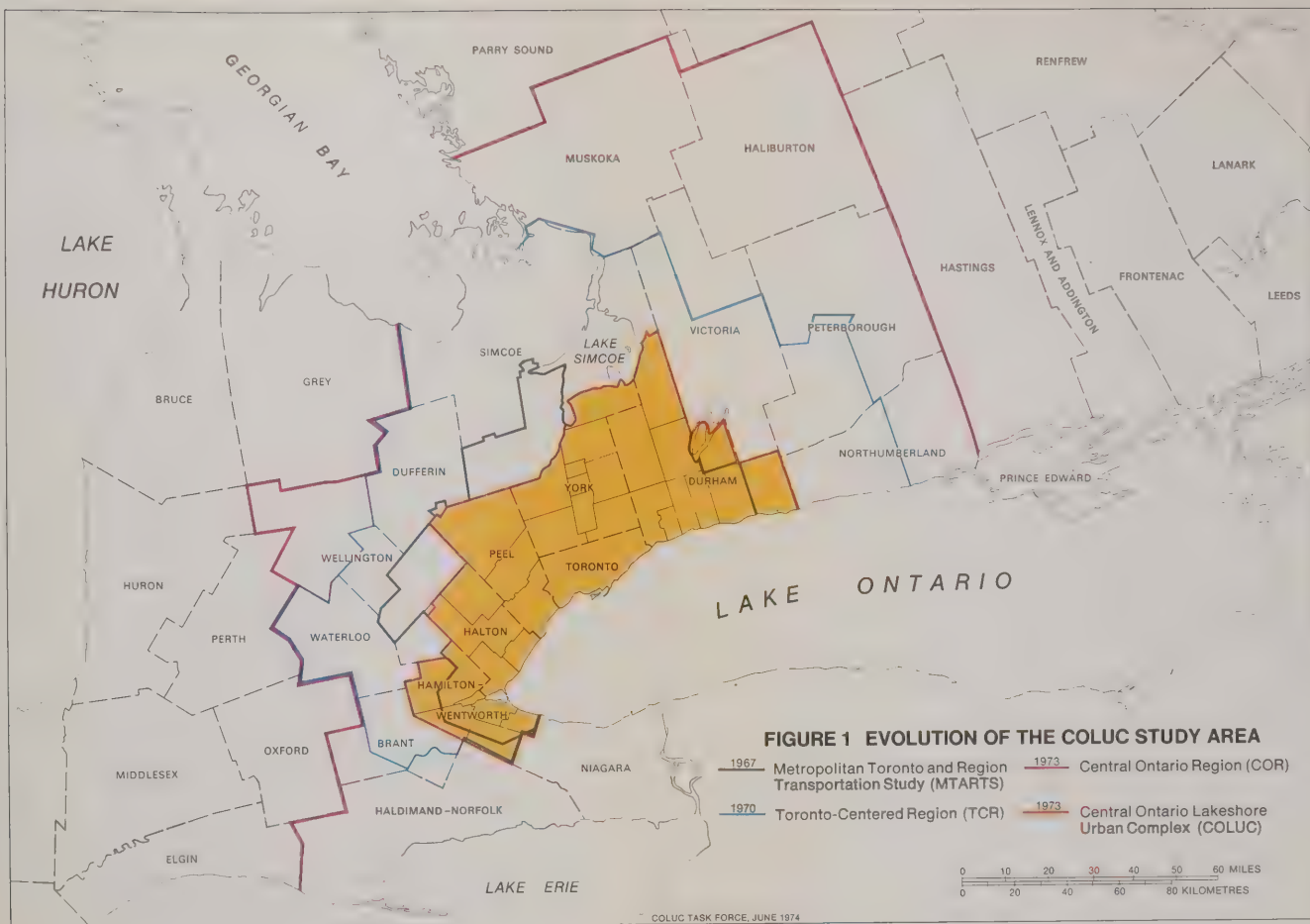
















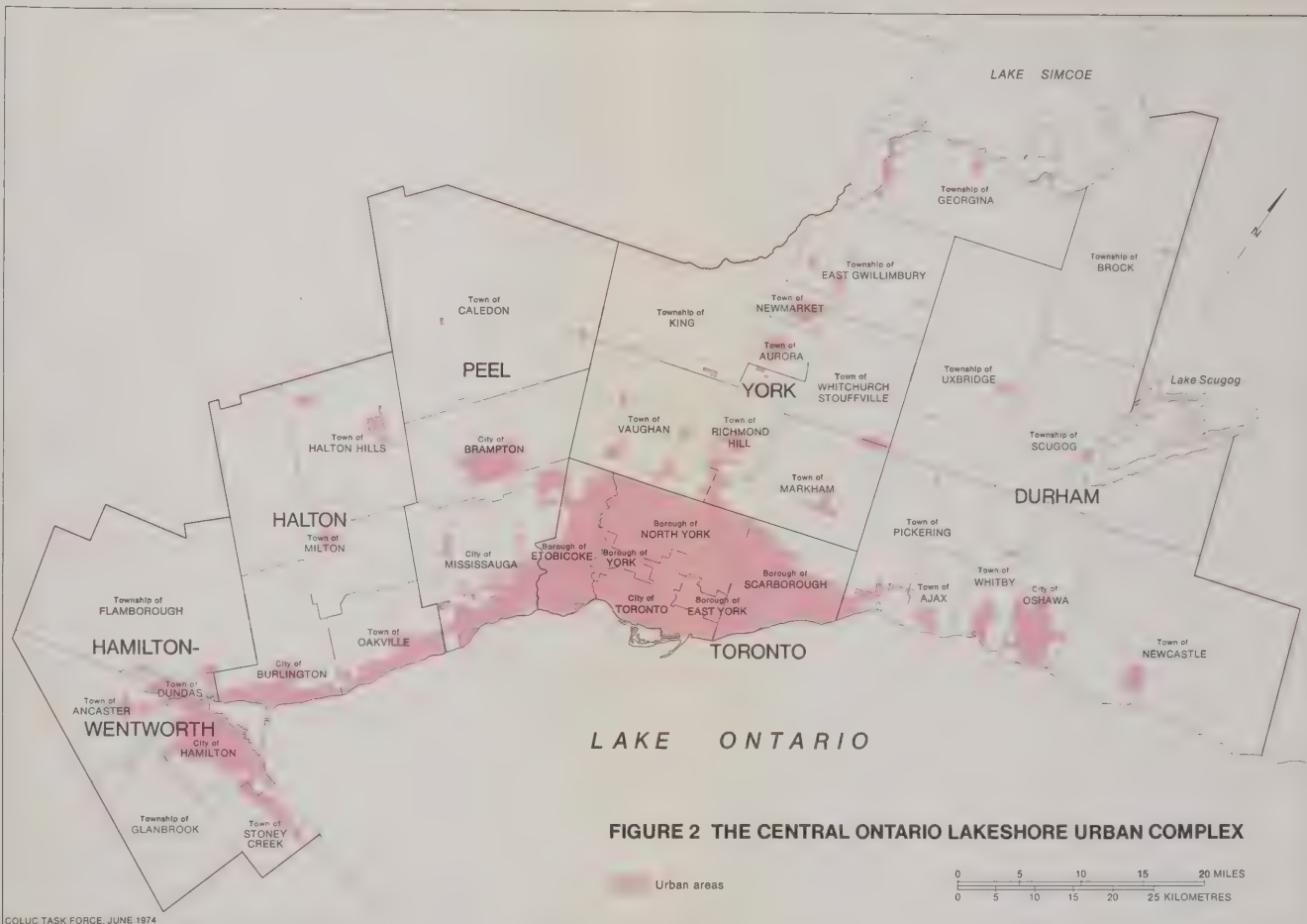
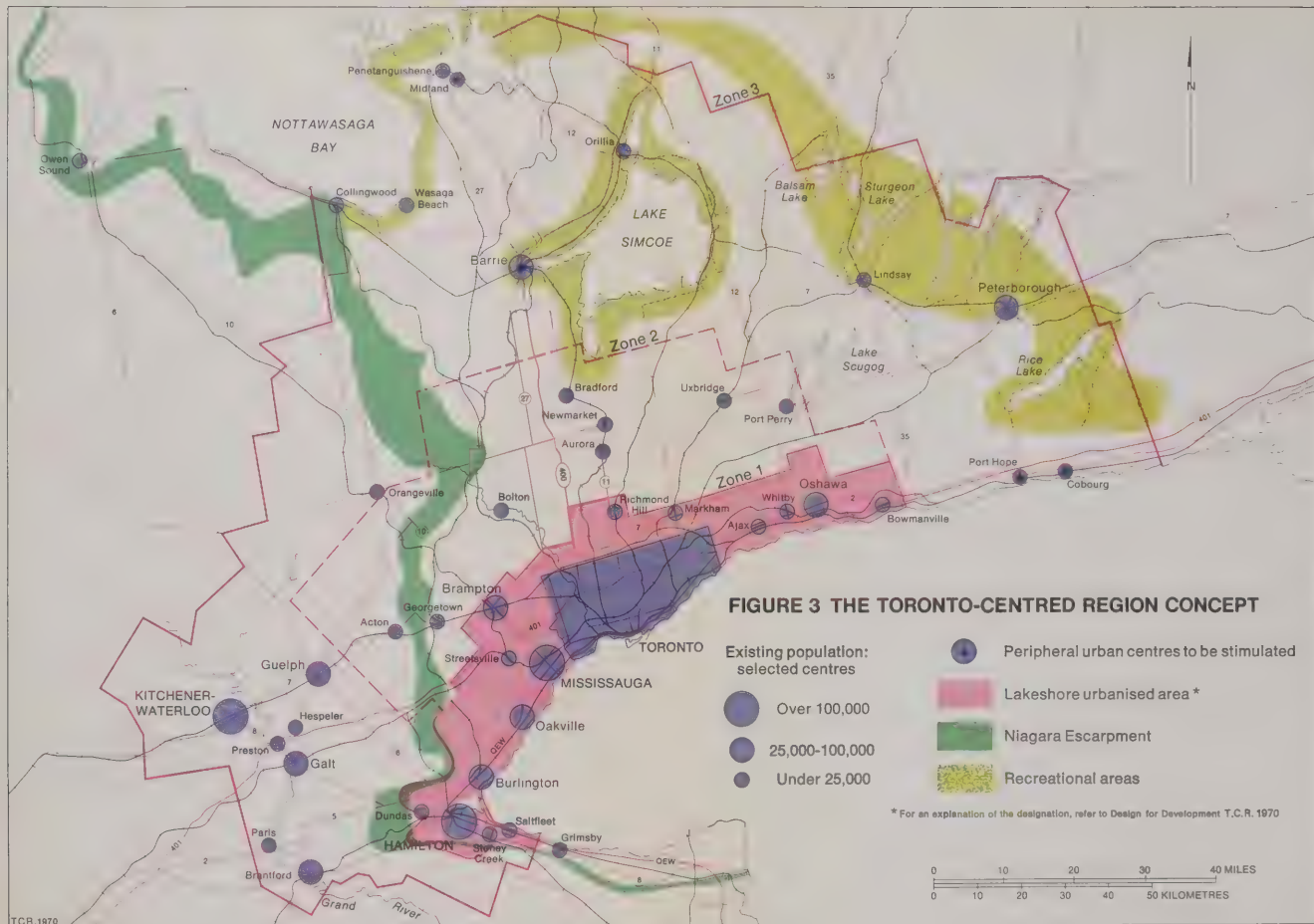


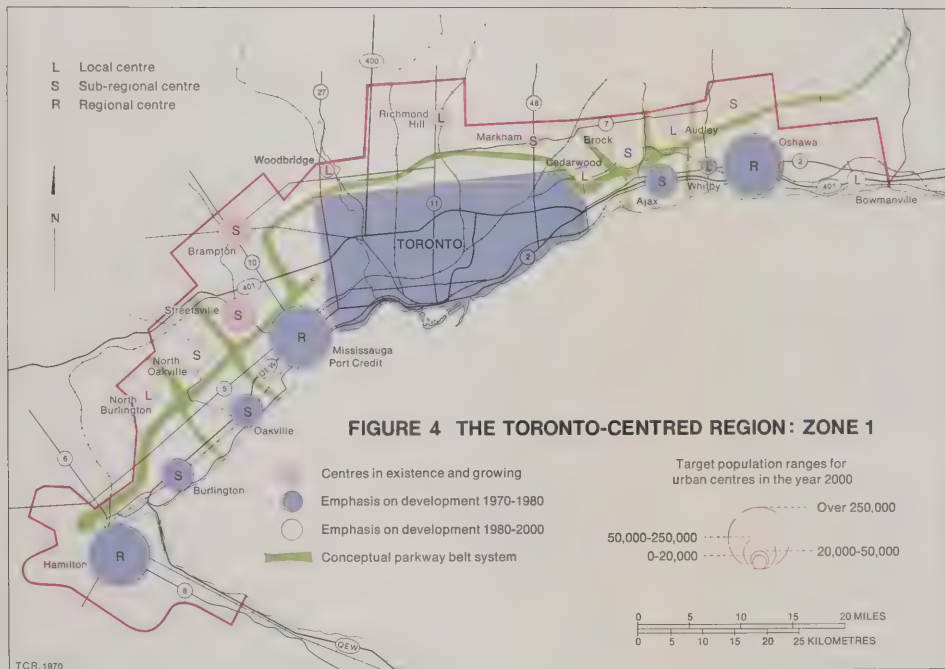
FIGURE 2 THE CENTRAL ONTARIO LAKESHORE URBAN COMPLEX





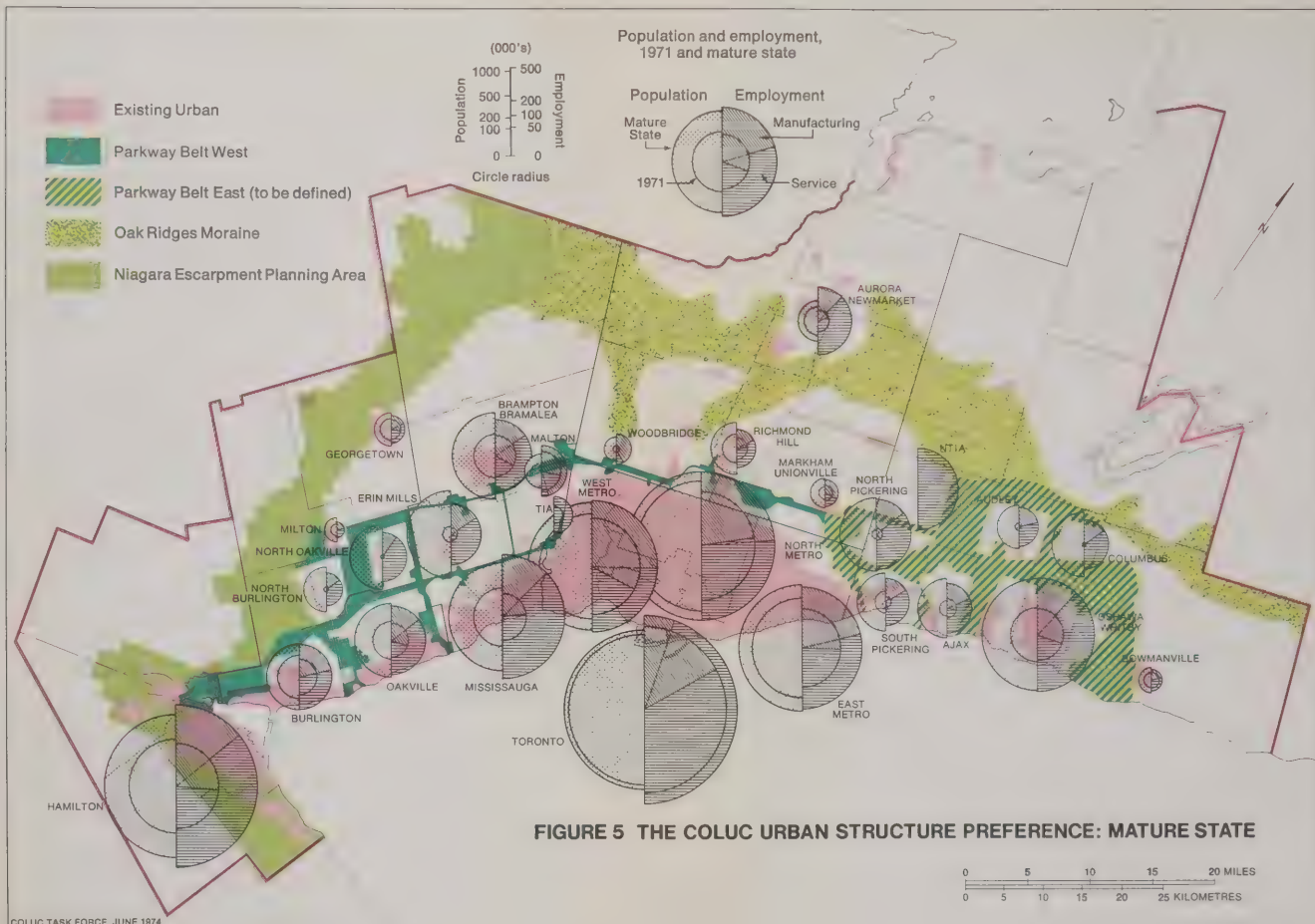




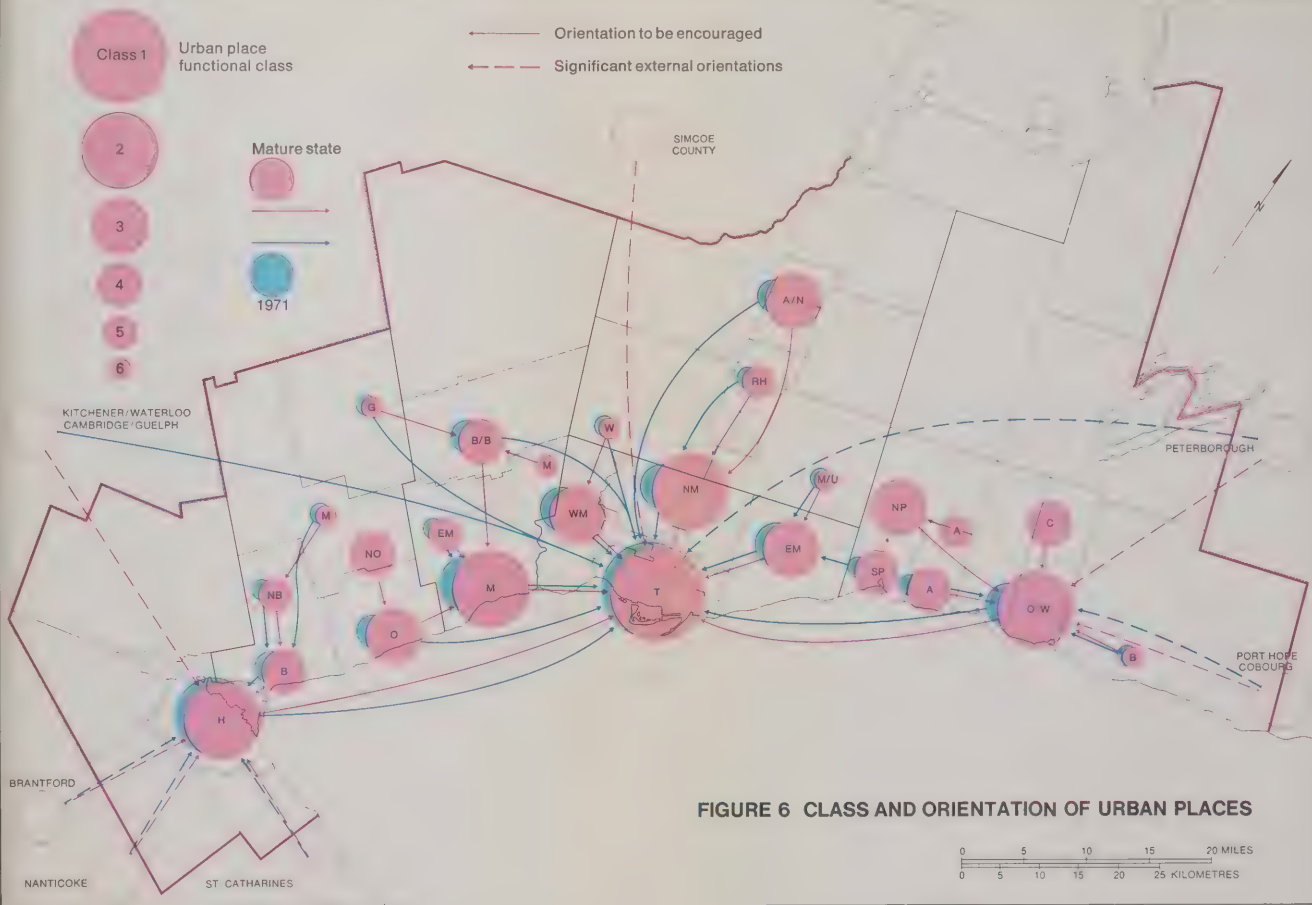






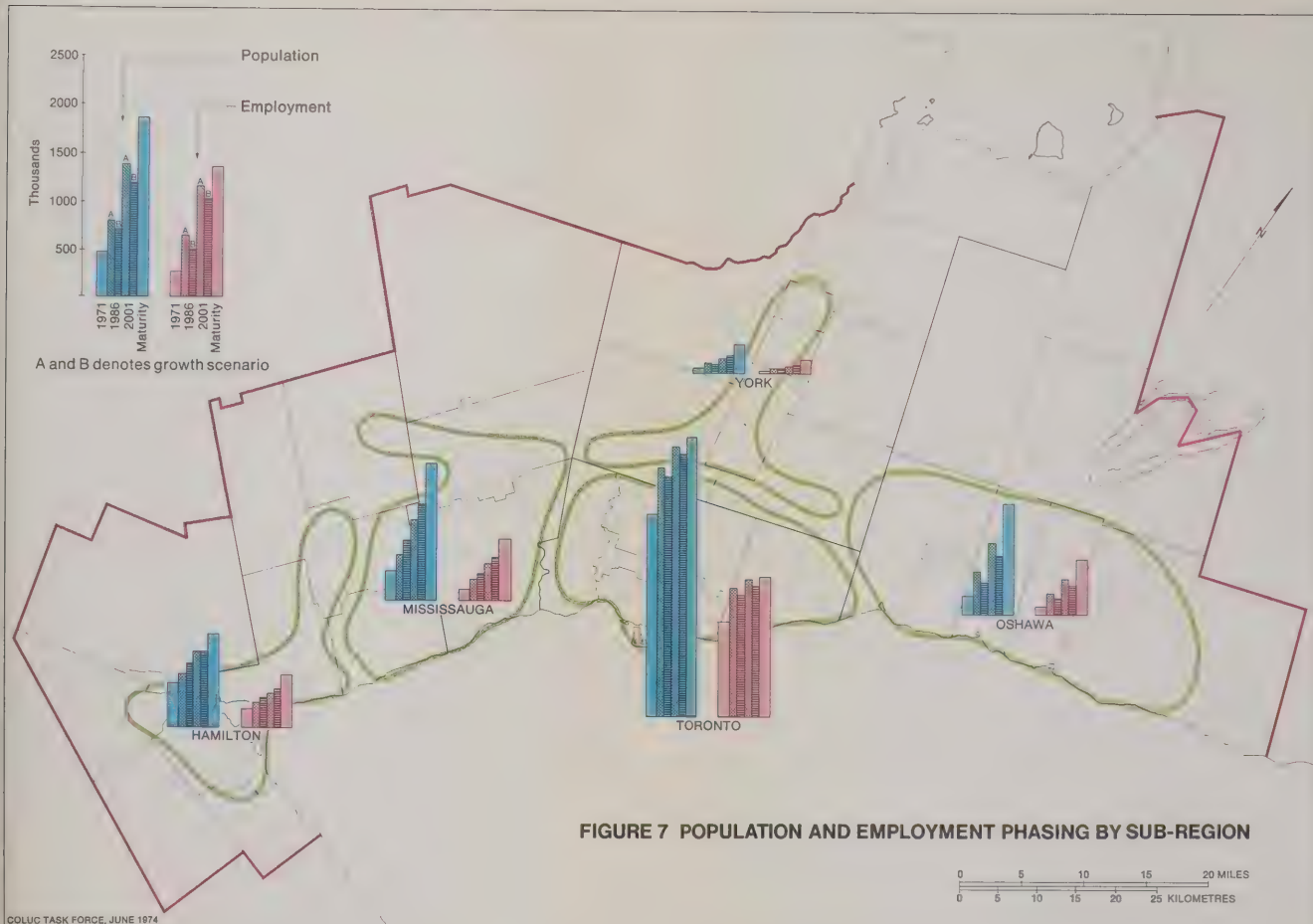












**FIGURE 7 POPULATION AND EMPLOYMENT PHASING BY SUB-REGION**





Area of each circle indicates at map scale  
the number of acres in all urban uses.



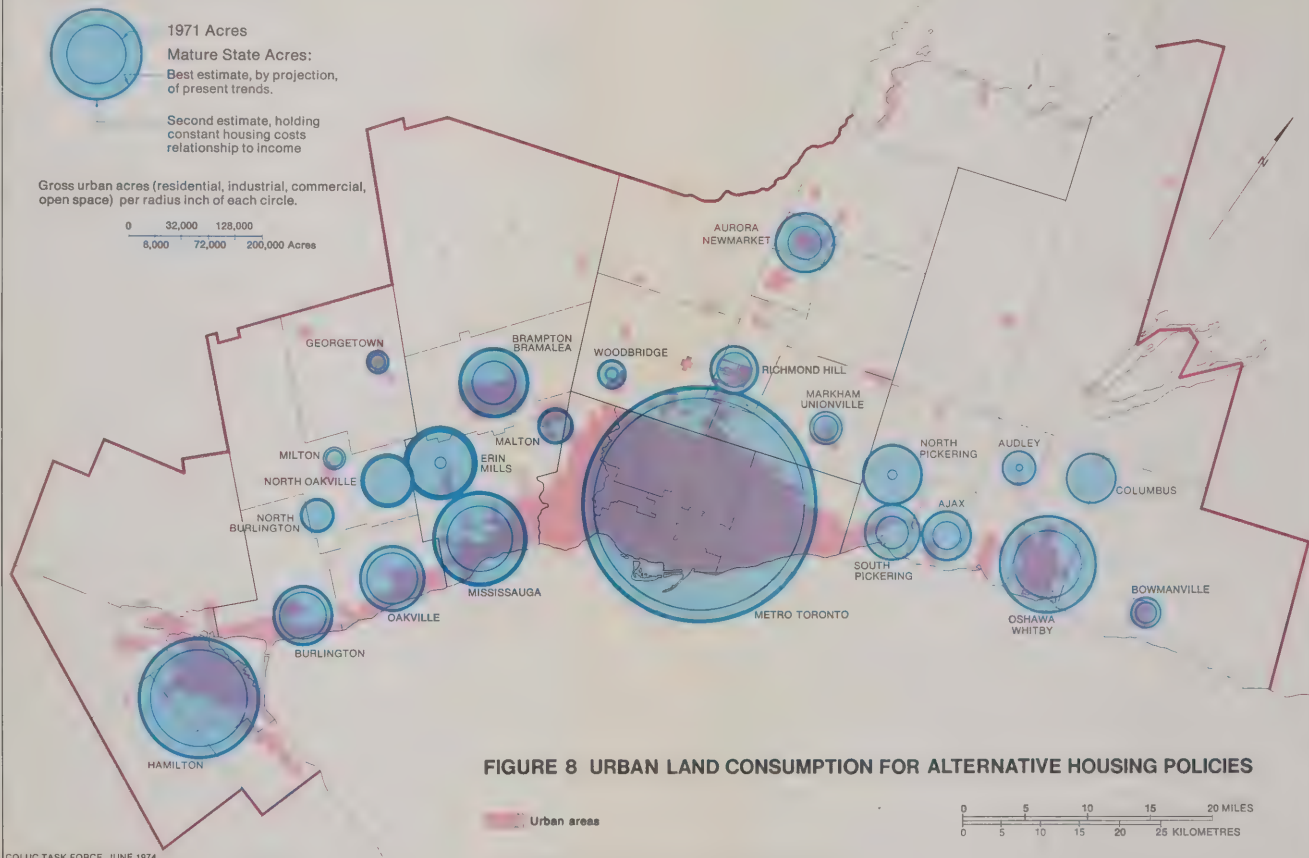
1971 Acres

Mature State Acres:

Best estimate, by projection,  
of present trends.

Second estimate, holding  
constant housing costs  
relationship to income

Gross urban acres (residential, industrial, commercial,  
open space) per radius inch of each circle.



**FIGURE 8 URBAN LAND CONSUMPTION FOR ALTERNATIVE HOUSING POLICIES**





FIGURE 9 A TRANSPORTATION CONCEPT FOR THE MATURE STATE



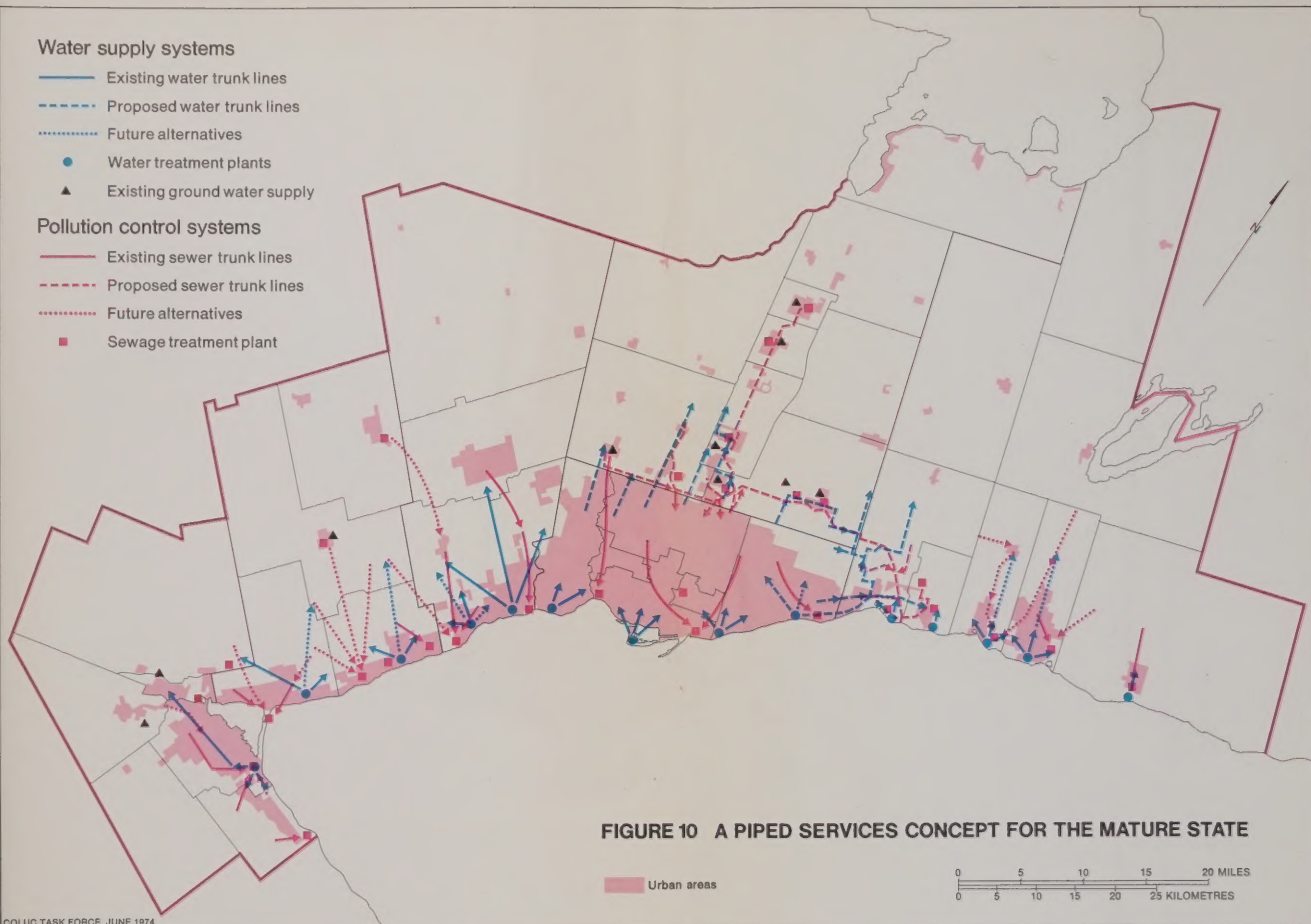


### Water supply systems

- Existing water trunk lines
- - - Proposed water trunk lines
- ..... Future alternatives
- Water treatment plants
- ▲ Existing ground water supply

### Pollution control systems

- Existing sewer trunk lines
- - - Proposed sewer trunk lines
- ..... Future alternatives
- Sewage treatment plant



**FIGURE 10 A PIPED SERVICES CONCEPT FOR THE MATURE STATE**







